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MANAGEMENT FRAMEWORKS OF ALBERTA BAND CONTROLLED SCHOOL SYSTEMS: GOVERNANCE, ORGANIZATIONAL, & FINANCIAL STRUCTURES

by

Bruce Littlechild

©

A Thesis

Submitted to the Faculty of Graduate Studies and Research

in partial fulfillment of the requirements for the degree of

Master of Education

Department of Educational Administration

Edmonton, Alberta

Spring 1995

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Abstract

The focus of this study was to analyse six Band Controlled School Systems in Alberta. There were primarily three reasons why the study was undertaken. First, from all of the previous studies done to date, few studies had concentrated specifically on the processes used to achieve Band Control. Most studies had focused on only a certain aspect and/or only examined one system within their study, which is why I decided to conduct a study of this type.

The second reason was by identifying and highlighting the components that comprise the local control process leading to the establishment and organization of the new Indian School System, I wanted to present to all educators, a new perspective and a better understanding of the different types of management frameworks that are involved in Band Controlled School Systems. It has to be made known to the general public, that the management and operations of each individual Band Controlled School System can be as diverse as the First Nations groups are to each other within the country.

Thirdly, the intent and hope from the data gathered would be that the information could be utilized to act as either a guide, a manual, or a source of reference per se, by those First Nations who have yet to assume control over their own educational destinies, and/or by the resource personnel directly involved on their behalf within these capacities of the Band Control process.

The end result of the study was to gain insight specifically as to how a Band Controlled School System organizes itself so that it has viable local autonomy, and is both effective and successful in its delivery of the educational program.

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Chapter I

Introduction to the Study

Native people have been studied extensively. Perhaps the one thing that stands out the most is the fact that Native people in their struggle to retain their cultural heritage and identity, have not made significant strides or advances in the field of education. It is pointed out that not many Native students complete secondary education, and even fewer go on to higher levels. Why is this? The answer is clear. The formal education of Native people has not been very sensitive to their unique language and cultural needs, to the development of their self-esteem, spiritualism, values, and beliefs. Instead, they have been alienated, and forced to adopt foreign values and beliefs, which are often in conflict with their own. There has never been an attempt to strike a balance between the Native and Non-Native worlds.

Historically, the condition of Native education has been bleak. This view is supported by the Committee on Tolerance and Understanding (1984), which found that the "general state of Native education in Alberta has been deplorable. The failure to respond to the special needs of the Native students has been a shameful act of intolerance and misunderstanding" (Preamble). They go on to state that "Federal Native education programs do not meet the needs of the majority of Indian students" (p. 26). This contradicts the official policy of Indian Affairs in their Department of Indian Affairs and Northern Development (DIAND) Indian Education Paper Phase 1, which stated that "the federal government is responsible for providing First Nations people with an education that is relevant to their cultural, educational, social and economic needs" (Assembly of First Nations, 1988b, p. 96).

Within the last two decades, the National Indian Brotherhood (NIB), now better known as the Assembly of First Nations, has acted as a catalyst towards improving the state of Native education in Canada. In 1972, the NIB began taking substantive measures to try and correct past wrongs and inaction, by publishing a position paper entitled *Indian Control of Indian Education*. This paper called for an official framework that would enable Indian people to take responsibility for their education. Up to this time, decisions on education of Indian children were being made by everyone except Indian parents (p. 3). This paper also stated that educators who provided education for Indian people over the years, failed to provide the necessary educational opportunities tailored to meet the unique needs of the Indian people. What the paper proposed was that the practise of using Indian *Education Committees* with little if any influence, give way to new *Education Authorities* that had decision making power, control over funds, and could make educational decisions more responsive to local needs. Thus, the responsibility for Indian education would now be held by the Bands.

In February 1973, the Minister of Indian and Northern Affairs (INAC) approved the implementation of the NIB proposal, and in November 1973, INAC received approval from the Treasury Board. "T.B. 715958: enabled the Minister to extend his authority to Band Councils to manage in-school education programmes" (Saskatchewan Indian Education Commission, 1980, p. 20). An official framework now existed, making it possible for local control of Indian education to become a reality in Canada.

Purpose Of The Study

The movement towards First Nations operated schools in the last twenty years has opened a whole new avenue for explorations of the First Nations' community. The transition from federal schools to First Nations schools has not

been easy for most, as Bezeau (1989) states, "In practical terms, many have experienced difficulties" (p. 91). Most Indian Bands that have assumed control of their educational programs have experienced their share of success and failure.

In Alberta, many Indian Bands have assumed control of their educational programs. Varying models have been used, but few studies have concentrated on the processes used to achieve Band Control. The purpose of the study was to analyze participating Band Controlled School Systems in Alberta, to identify and highlight the components that comprise the local control process leading to the establishment and organization of the new Indian School System. The study also concentrates on gaining insights into the management frameworks (governance, organizational, and financial structures) within these systems.

Statement Of The Problem

How should Band Controlled School Systems be organized to achieve viable local autonomy and be effective and successful in the delivery of their educational programs?

Research Questions

To guide the development of the study and the analysis of the data, the research questions have been identified and arranged into four categories of headings. The format of these category headings are as follows: (1) Category 1 - Background and Preparation of the Band Control Process; (2) Category 2 - Governance and Organizational Structure; (3) Category 3 - Financial Structure; and (4) Category 4 - Future Implications of Band Control. Under each of these categorical headings, more specific research questions are added. (See copy of interview schedule in Appendix A).

Significance And Justification For The Study

The results of the study should prove useful to all educators who are interested in gaining a better understanding of what is involved in the concept of Band Control. It will provide Indian Bands with information about the Band Control process, enabling them to draw parallels and comparisons with their own models or approaches. It could also act as a guide for other Bands contemplating the prospect of assuming control of one's own educational programs.

Another result of this study would be to present a new perspective and a better understanding of the different types of management frameworks that are involved in an Indian community with respect to the education systems.

Basic Assumptions

For the purpose of this study, the basic assumptions were as follows:

1. One of the main purposes for taking over a federal school system by a Band is to increase parental involvement within the Band Control process.
2. Another purpose is to establish local administration and leadership so that quality Indian education is provided that is sensitive to local needs and expectations.
3. Another purpose is to restore a sense of ownership of the schools.

Delimitations

The study was delimited to an analysis of management frameworks in the areas of governance, organizational, and financial structures of participating Band Controlled School Systems in Alberta. The study was also delimited to data collected from a volunteer purposive sample of Chairpersons, Education

Directors or Assistant Education Directors within these participating Band Controlled School Systems.

Limitations

The data collected was descriptive of a select population and, therefore, the findings are limited in their applicability to the personnel and communities involved in the study. The study is also limited by the data collection time period.

Definition Of Terms

Significant terms used in this study are operationally defined in the sub-headings which follow:

Band Control: that the Band Council (in consultation with the Band Membership) makes decisions with respect to education, but gives the responsibility for decisions on how the educational programs/system are operated, to a designate group such as an Education Authority and/or School Board. Further to this, Band Control also means bringing involvement back into the community grassroots level to the people - the parents, giving them a voice (say) in how the school operations should be run.

INAC's Devolution Policy: means the current government policy of transferring the responsibility of education for Indian children to Indian parents (Green, 1990, p. 37).

Assembly of First Nations: an organization which represent Canada's Indian people.

First Nations: refers to all the Canadian Indian Nations (Bands and Reservations).

Indian: according to the Indian Act, "a person who is either registered or entitled to be registered as an Indian" (Reiter, 1989, Appendix B, p. 3).

Treaty Indian: an Indian entitled to the benefits of treaties, especially to those who are covered by the numbered treaties in the prairie provinces (Woodward, 1989, p. 7).

Indian Act: "an administrative piece of legislation enacted to administer the affairs of Indians and lands reserved for Indians. The Minister's statutory responsibilities and obligations are provided for in this Act and cover a broad range of subject matters" (Creighton, 1990, cited in Littlechild, 1990, p. 4).

Band Council: refers to the Band Chief and Council.

Band Chief and Council: the Chief and Council duly elected from time to time in accordance to the Band's Election By-Law, or in accordance to the electoral guidelines as set out in the Indian Act (1989, Sec. 74(1)-80, pp. 42-45).

Council: refers to Band Chief and Council.

Band Education Authority: the designate group given the responsibility by the Band Chief and Council to decide how the educational programs/system is operated.

School Board: the Board of Education established for the Band Education Authority.

Band Controlled Schools: also referred to as Band Operated Schools (Kirkness, 1985, p. 6).

Chapter II

A Review of Related Literature

The literature review is divided into twelve relevant topic headings, which may appear at times to be rather disjointed and fragmented. However, that goes without saying because all of these topic headings are inter-related in one form or another. The topic headings are as follows: (1) Governance of Treaty Indian Education; (2) Indian Education Policy; (3) Integration of Indian Students into Provincial Schools; (4) Tuition Agreements with Provincial Schools; (5) Federal Indian Schools; (6) Indian Control of Indian Education; (7) What is Local (Indian) Control of Education?; (8) The Band Control Movement; (9) Operational Differences/Obstacles to be Overcome in Local Control; (10) Modifications in Education Systems Necessary; (11) Education and Indian Self-Government; and (12) Methodology for Financing Indian Education.

Governance of Treaty Indian Education

Being governed by the federal government has been a fact of every day life for Indian people in Canada from 1867 until today. Chalmers (1970) writes, "In 1867, the provinces happily surrendered the responsibility of Indian education to the Federal government under the BNA Act " (p. 49). Thus, as a result, Indian education in Canada now became one of the exclusive responsibilities of the federal government under Section 91 of the Constitution Act, 1867, formerly known as the B.N.A. Act (British North America Act).

Historically the one piece of legislation that has had the greatest impact is the Indian Act. This view is supported by Bezeau (1989) who points out:

> the day-to-day relationship between the Indians and the Government of Canada is controlled by the Indian Act, an act of the Parliament of Canada which is administered by the Department of Indian and Northern Affairs, until

> recently called the Department of Indian Affairs and Northern Development or just DIAND (p. 83).

The sections within the Indian Act that deal specifically with education are Sections 114-123 inclusive (Assembly of First Nations, 1988b, p. 122).

Another important piece of legislation which has a great deal of significance and plays an active role in the lives of Indian peoples is the Treaty. In Alberta, there are three treaties: (1) Treaty No. 6; (2) Treaty No. 7; and (3) Treaty No. 8.

The Indian Nations of Central Alberta signed Treaty No. 6 in 1876. In fact, before agreeing to the terms of Treaty No. 6, the Indians demanded that education be included. Treaty No. 6 clearly provides Indians living within the Treaty boundary, the right to an education. This intent is embodied in Paragraph 15 which reads:

> And further Her Majesty agrees to maintain schools for instruction in such reserves hereby made as to Her Government of the Dominion of Canada may seem advisable, whenever the Indians of the reserve shall desire it (Duhamel, 1964, p. 3).

The education clause found in Treaty No. 7 is not as broad as that of Treaty No. 6. It reads as follows:

> Further, Her majesty agrees to pay the salary of such teachers to instruct the children of said Indians as to Her Government of Canada may seem advisable, when said Indians are settled on their reserves and shall desire teachers (Creighton, 1990, cited in Littlechild, 1990, p. 4).

The phrase "maintain schools" in Paragraph 15 of Treaty No. 6, implies that schools shall be constructed as required and as requested by Indian Bands. The spirit and intent of this paragraph is that the Crown will be responsible for the education of Treaty Indians. This position has been supported by the Supreme Court of Canada in several decisions and is protected in the Constitution Act, 1982, in Section 35 (1) which guarantees all existing rights of Aboriginal people.

The Indian Treaties between the government of Canada and the Indian people not only allowed for the development and foundation of this country, they also established the federal government's legal and moral responsibility for funding Treaty Indian education. The Treaties are more important to Indian peoples in Canada then the B.N.A. Act or any other subordinate legislations. Indians take seriously the spirit and intent in which Treaties were originally presented to them. The Treaties are regarded as the primary documents defining the Indians' relationship to the government of Canada, and are believed to be as much in force today as the day they were signed.

Treaty Indians rely on these treaties to support the proposition that "they" (Treaty Indians) are entitled to a complete education, and even though the treaties do not specify in great detail, the spirit and intent of the treaties are supported by the "Nowegijick" decision (a tax case), that treaties or any other ambiguous laws are to be given a broad interpretation as favourable to Indian people. In Nowegijick v. R. (1983) 144 D.L.R. (3d) 193 at 198 (S.C.C.) [Fed.]., the Supreme Court of Canada Judge J. Dickson stated:

> It is legal lore that, to be valid, exemptions to tax laws should be clearly expressed. It seems to me, however, that treaties and statutes relating to Indians should be liberally construed and doubtful expressions resolved in favour of the Indian. If the statute contains language which can reasonably be construed to confer the exemptions that construction, in my view, is to be favoured over a more technical construction which might be available to deny exemption. In Jones v. Meehan (1899), 175 U.S. 1, it was held that:
> 'Indian treaties must be construed, not according to the technical meaning of their words, but in the sense in which they would naturally be understood by the Indians' (Woodward, 1989, p. 66).

The view expressed in the Nowegijick case and the proposition that Treaty Indians are entitled to a complete education is also supported by the Prairie Treaty Nations Alliance. The Prairie Treaty Nations Alliance argue that in lieu of signing various treaties, educational funding is seen as a form of rental payment to Indian people for sharing land because the nature of their unique relationship

with the Government of Canada, is similar to that of a landlord-tenant relationship. They argue further that since these agreements are sanctioned by international law, the Government of Canada is bound with the responsibility of financing Indian education, along with other fiscal responsibilities that come with it (Cassidy and Bish, 1989, p. 37).

Indian Education Policy

For well over a hundred years the administration of education for Canada's Treaty Indians has been in the hands of the Federal Government. According to Young-Ing (1988) this process has essentially evolved through three phases. The first phase of "delegated indoctrination" began sometime before the 1800's and lasted up until the mid 1900's. During this period the responsibility for Indian education was delegated to missionaries and/or missionary-based institutions. The second phase of "legislated integration" lasted from 1948 to 1973. This period consisted of the government's attempts to design educational programs that would engulf First Nations students into the dominant educational system. The third phase (1973-present) is an era of "recognition of culturally appropriate education", whereby the government may have come around to acknowledging that there is a need for culturally-sensitive educational programs (p. 26).

The Department of Indian Affairs has been the "Legislative Body" authorized to administer the Indian Education Policy through the Indian Act. It is worth noting that the government officials viewed the Indian Education Policy quite differently than the Indians did, because it was highly apparent that they had very little understanding or sympathy for the importance placed on the value of education as a means of survival for the Indian peoples. This general view was echoed by Duncan Campbell Scott, who as the Federal Minister of Indian Affairs in 1897, stated "We are educating these Indians to compete industrially with our

own people, which seems to me a very undesirable use of public money" (Barman, Hebert, and McCaskill, 1986, pp. 7-8).

At the turn of the century, Indian Affairs began to re-evaluate the Indian Education Policy. They felt that the policy in general had become far too generous, so revisions to it occurred in 1910. During this policy re-assessment, two reports highlighted other general perceptions of how Indian Education was viewed. The first report was an annual report from the Department of Indian Affairs which stated "It has to be carefully considered how far the country can be properly burdened with the cost of giving them (Indians) superior advantages" (Barman, Hebert, and McCaskill, 1986, p. 9). The second report was from the Wilson Documents. The Wilson Documents said:

> Indian students who completed any form of useful education (eg., High School) were considered to be a disappointment as either retrograding (moving/tending backward) or persisting in competing economically (Barman, Hebert, and McCaskill, 1986, p. 8).

The contracting of educational services began with the Churches (Roman Catholic and Protestant). The perception generated by the Federal Government was that by going through this process, an assurance of their frugal fiscal policy for providing the educational services for Indians would be honored. Also, within this process, Indian pupils would become indoctrinated into accepting and adapting the European customs and cultural values. Alexander Morris probably summed up this view the best when he said:

> Let us have Christianity and civilization to leaven (modify) the masses of heathenism and paganism among the Indian tribes; let us have a wise and paternal government faithfully carrying out the provisions of our treaties ... They (Native people) are wards of Canada, let us do our duty to them ... (Frideres, 1983, p. 2).

The government and churches have used education as part of the christianization and assimilation of Indian people into the mainstream society. This has been the most destructive tool and the most intrusive activity in Native

communities. The schools and the churches have influenced the Indian communities to such a degree that many Native people believed and still do, that Indian governments and school systems could only operate under the Department of Indian Affairs.

Integration of Indian Students into Provincial Schools

In 1951, the federal government amended the Indian Act, and this precipitated a change in the way Indian education was being administered. After 1951, amendments to the Indian Act included provisions which allowed for the passing on of the responsibility of providing educational services for Indian students to the provinces. It also meant the closure of most Church operated boarding (residential) schools in Alberta Indian reserves. This move signalled the beginning that a new process would now take effect, commonly known today as the Indian Affairs devolution process. The intended outcome of the devolution process according to Bezeau (1989) "was to integrate Indian children with non-Indian children in schools coming under provincial jurisdiction" (p. 90).

This measure enabled the federal government to begin signing tuition agreements with provincial schools and "between 1956 and 1970, there was a dramatic rise in Indian enrolment in provincial school systems" (Indian and Inuit Affairs, 1982, Indian Education Paper Phase 1, Annex C, p. 7). This process was supported by The Hawthorn Report of 1967 which "recommended that Indian students should be integrated with the rest of the school population, strengthening the government's resolve in pursuing this policy" (Indian and Inuit Affairs, 1982, Indian Education Paper Phase 1, Annex C, p. 7). However, Titley (1979) saw the purpose of the Hawthorn Report in another fashion. He noted that "the survey was a little more than a gigantic act of public relations, an

expensive attempt to give the stamp of academic approval to existing government policy" (p. 12).

Overall, the changes made to the Indian Act combined with the influx of Indian students into provincial schools, created a whole new revenue source for provincial school boards in Canada. A strong response to this development came from Cardinal (1969):

> In its unseemly haste to ram its integration or assimilation policy down our throats, the government often failed to follow through on programmes. Indian children have been forced to attend provincial schools before adequate arrangements have been completed to look after their interests. Local school boards piously open their schools for integration, ostensibly to offer Indian children greater opportunities. What they really want is the per capita school payments they earn from federal coffers by opening their doors to Indians. Their interest in the welfare and education of their new charges is usually minimal (p. 57).

This situation has changed very little within the last 40 years.

Tuition Agreements with Provincial Schools

Section 114 (1) (d) of the Indian Act (1989), authorizes the Minister of Indian Affairs to enter into agreements with public or separate school boards for the education of Indian children (p. 56). Historically, there have been three primary types of tuition agreements, but, there are now four types in Canada today.

The first is the Master Tuition Agreement. The Master Tuition Agreement is an agreement between the Department of Indian Affairs and Northern Development (DIAND) in right of Canada and the appropriate Ministry of Education, in right of the province, to deal with the matter of education of First Nations children by provincial authorities. British Columbia and New Brunswick are only two provinces left in Canada with Master Tuition Agreements.

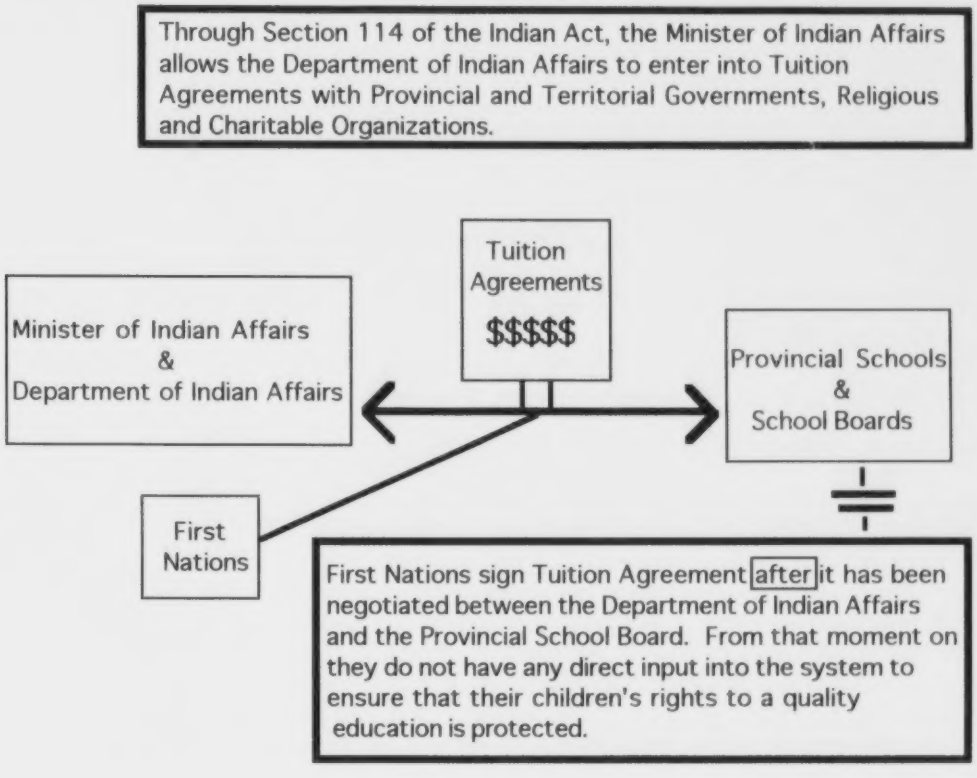
The second type of tuition agreement is the Individual Tuition Agreement which is signed between Indian Affairs and an individual school board. This type of agreement is more common and is used in all other provinces and territories

other than the two mentioned earlier (Assembly of First Nations,1988b, pp. 129 - 130).

The third form of agreements have been the Tri-Partied or Tri-Party Tuition Agreements, "Whereby the First Nations, the school board and DIAND are all party to the agreement, each with their respective responsibilities" (Assembly of First Nations,1988b, p. 130).

Under these types of tuition agreements, Indian Affairs simply pays the bill submitted to them by provincial school districts. However, the movement towards Indians controlling the education of their children has encouraged many First Nations to take over the negotiation and administration of tuition agreements in their areas. The movement behind this, is due to the fact that Indians were never involved in providing input into any of the negotiations relating to previous tuition agreements. For the most part, the only involvement occurred at the Chief and Council level, whereby their designated roles could be summed up best, as being only that of formal signatories to these agreements. Figure 1 presents a conceptual framework of how an Individual (Federal - Provincial) Tuition Agreement works.

Figure 1. Conceptual Framework of an Individual (Federal - Provincial) Tuition Agreement


Through Section 114 of the Indian Act, the Minister of Indian Affairs allows the Department of Indian Affairs to enter into Tuition Agreements with Provincial and Territorial Governments, Religious and Charitable Organizations.
Tuition Agreements
$$$$$
Minister of Indian Affairs & Department of Indian Affairs
Provincial Schools & School Boards
First Nations
First Nations sign Tuition Agreement after it has been negotiated between the Department of Indian Affairs and the Provincial School Board. From that moment on they do not have any direct input into the system to ensure that their children's rights to a quality education is protected.

However, a more recent type of arrangement has emerged within the last couple of years. This is called a "bilateral agency agreement", and was signed by the Ktunaxa/Kinbasket Independent School System and School District No. 3 in Kimberley B.C.. In this arrangement, two agreements are signed by the Tribe. The first one is with Indian Affairs, which transfers the authority to act as an agent for INAC to the Indian School System. The second agreement is referred to as the "educational service contract" and is signed with the provincial school board (Sinclair, 1991, Ed. Adm. 505 Course, University of Alberta, Edmonton, Spring Session). The four types of Tuition Agreements now in use are illustrated in Table 1.

Table 1. Types of Tuition Agreements

Type of Tuition Agreement	Relations Between Partners	Where In Use
Master Tuition Agreement	Between Federal Gov't (INAC) & Provincial Gov't (Dept. of Ed.)	B.C. & New Brunswick
Individual Tuition Agreement	Between INAC & Individual School Board	All Provinces & Territories, except B.C. & New Brunswick
Tri-Partied Tuition Agreement	Between First Nations, INAC, & Individual School Board, each having their respective responsibilities	All Provinces & Territories, except B.C. & New Brunswick
Bilateral Agency Agreement & Educational Service Contract (ECS)	Two Separate Agreements: One with INAC - to act as their agent in the negotiation and administration of the ECS The other one with the School District for educational services	Only in B.C. at present time

The INAC Alberta Education Budget in 1993 -94 was $ 1,157.8 million, out of which $419.6 million, went towards tuition payments to provincial schools (Green, C., INAC, Personal Communications, Jan. 3, 1995). The education budget is divided into six categories as shown in Table 2.

Table 2. INAC Education Budget 1993-94 (Alberta)

Program	Cost
1. Band Operated Schools	$ 399.1 Million
2. Provincial Schools	$ 419.6 Million
3. Federal Schools	$ .8 Million
4. Student Services	$ 150.6 Million
5. Cultural Centers	$ .0 Million
6. Post Secondary	$ 187.7 Million
Total	$ 1,157.8 Million

Federal Indian Schools

Federal Indian schools make up only a small portion of the history of Indian education in Canada. This period started in earnest in the 1960' s up until today. However, the era of Indian education under direct federal control is coming to a close. According to Fred Jobin, Alberta Regional Director of Education for Indian Affairs, only four federal schools remain operational in Alberta (Personal Interview, May 28, 1992).

The intent of the Department of Indian Affairs is to eventually transfer these schools to Band control, as part of their devolution process. The Department of Indian Affairs is currently taking steps to remove themselves from direct involvement in the administration of Indian Schools. These steps fall in line with the Department's acceptance of the 1972 NIB policy paper. However, this change doesn't include any increases in funding or any type of training prior to the transfer. "Treasury Board expects that the transfer to local control and

administration of education programs by Bands should not entail any additional costs" (Kirkness, 1985, p. 7).

The emergence of a new era of Indian controlled schools has limited the federal government's administration and control of Indian schools. From this point in Indian Education history, the Band operated school program has steadily increased and has become the most significant expenditure on the Indian Affairs Education Budget.

Out of the forty two Indian Bands in Alberta, twenty three have taken over the operations of the schools on their reserves. As mentioned earlier, four reserve schools from four separate reserves are still under federal control, whereas the remaining fifteen reserves do not have any schools at all, instead they must look to nearby provincial schools for their educational needs and services.

The following tables (Tables 3, 4, & 5) list the twenty three Alberta Indian Bands and their schools.

Table 3. Band Operated Schools - Treaty No. 6
(Information obtained from INAC)

Band	School Name	Location *	Year of Takeover
Alexander	Kipohtakaw	Morinville	September 1983
Alexis	Alexis	Glenevis	September 1990
Beaver Lake	Amisk	Lac La Biche	September 1982
Enoch	Kitaskinaw Kdgtn.	Winterburn	September 1979
Ermineskin	Ermineskin Kdgtn.	Hobbema	September 1991
Ermineskin	Ermineskin Primary	Hobbema	September 1991
Ermineskin	Ermineskin Elem./Jr. High	Hobbema	September 1991
Ermineskin	Smallboy Camp	Hinton	September 1974
Frog Lake	Napayo	Frog Lake	September 1985
Heart Lake	Heart Lake Kohls	Lac La Biche	September 1986
Kehewin	Kehewin Centre	Bonnyville	September 1975
Saddle Lake	Onchaminahos	Saddle Lake	September 1982
Samson	Nipisikopahk Kdgtn.	Hobbema	September 1989
Samson	Nipisikopahk Elem.	Hobbema	September 1990
Samson	Alternate High School	Hobbema	September 1989

* Location refers to nearest town or settlement

Table 4. Band Operated Schools - Treaty No. 7
(Information obtained from INAC)

Band	School Name	Location *	Year of Takeover
Blood	Leverne	Standoff	September 1987
Blood	St. Mary's	Standoff	September 1987
Blood	Standoff	Standoff	September 1987
Peigan	Peigan	Brocket	September 1986
Sarcee	T'suu Tina	Calgary	September 1988
Siksika	Crowfoot	Cluny	September 1989
Siksika	Chief Old Sun	Gleichen	September 1989
Stoney	Morley	Morley	September 1986
Stoney	Ta Otha	Nordegg	September 1989
Stoney	Eden Valley	High River	September 1990

* Location refers to nearest town or settlement

Table 5. Band Operated Schools - Treaty No. 8
(Information obtained from INAC)

Band	School Name	Location *	Year of Takeover
Bigstone	Bigstone Kdgtn.	Desmarais	September 1979
Cree	Peace Point	Ft. Chipewyan	September 1978
Dene Tha'	Dene Tha'	Chateh	September 1987
Driftpile	Driftpile	Driftpille	September 1984
Little Red River	Garden Creek	Ft. Vermillion	September 1985
Little Red River	Jean Baptiste Sewepagaham	Ft. Vermillion	September 1985
Little Red River	Jean D'Or	Ft. Vermillion	September 1985
Sturgeon Lake	Sturgeon Lake Kdgtn.	Valleyview	September 1979
Sturgeon Lake	Sturgeon Lake Elem.	Valleyview	September 1990
Tall Cree	Chief Tall Cree	Ft. Vermillion	September 1984
Tall Cree	South Tall Cree	Ft. Vermillion	September 1984
Whitefish Lake	Atikameg Kdgtn.	Atikameg	September 1984

* Location refers to nearest town or settlement

Indian Control of Indian Education

The Indian people of Canada have been denied the right to control their own education until recently, and have been subjected to a wide variety of educational systems with differing policies (Charters-Voght, 1991, p. 113). They had not been allowed to participate formally in the decision-making processes concerning the education of their children, especially in matters pertaining to the allocation and usage of funds, as illustrated by the following example:

> Even in instances where Indian Bands such as the Mohawks of Brantford made annuity and reserve-generated funds available for educational purposes, their apirations of deciding on the allocation of these funds remained frustrated by the Department at every turn (Carney, 1978, p. 1).

And once the practice of having the Indians pay a share of the cost of schooling was discontinued, a much more different attitude emerged from the Department

of Indian Affairs. This general attitude was actually very simple, since "the Indian did not contribute to the cost of schooling, he had no right to comment on its efficiency or direct its outcome" (Carney, R., 1978, p. 1).

The residue from this attitude coupled with the general dissatisfaction of the educational services being provided, is what sparked a desire among Indian peoples to want a say in the affairs of their childrens' education, and to want control of their own educational programs/systems. Thus, began the movement towards Band control.

For Indian people across Canada, the 1970's heralded a shift from being the passive recipients of an imposed educational system to one of striving for Band controlled educational systems. The primary catalyst behind this drive was the 1969 White Paper on Indian Policy, (intent on securing the removal of the "special status" of Indian people). Further, the 1971 Report on Education (Standing Committee on Indian Affairs) served to fuel this movement (Ward, 1986, p. 10).

The movement toward Band control of Indian education was initiated in 1972, by the National Indian Brotherhood (NIB), in response to the 1969 White Paper. The National Indian Brotherhood issued a policy paper entitled *Indian Control of Indian Education*, which declared the right of Indian Nations to control the education of Indian children. The intent of the policy paper was to bring to the attention of the federal government that there existed a need for culturally-sensitive educational programs, which would create and produce an effective educational climate for Indian people, without eliminating the "special status" of Indian people.

The NIB policy paper was based on educational principles recognized in Canadian society, "parental responsibility and local control of education" (Barman, Hebert, and McCaskill, 1987, p. 2), and in effect placed an emphasis

on the question of jurisdiction and control at the local level to make education the key issue (Cassidy and Bish, 1989, p. 10). Yuzdepski (1983) points out that the goals behind these two education principles "were formulated to reinforce Indian identity and provide training necessary to make a good living in our modern society" (p. 37).

The most important outcome of the NIB's position paper according to Green (1990) is "the recognition that the responsibility for educating Native children should rest with Native parents" (p. 37). Therefore, Indian parents should be given the freedom to exercise their rights regarding the type of education their children should be receiving. Since after all, they have this right and most importantly, it is a fundamental right that is guaranteed for all parents in Canada.

One example of evidence supporting the recognition of the parents' rights and responsibilities over their childrens' education can be found in Clause two (2) (Preamble) of the Alberta School Act (1988). This clause reads as follows:

> Whereas parents have a right and a responsibility to make decisions respecting the education of their children ... (p. 7).

Further to that, there are two other examples recognized internationally, that are central to the Indian parents' right to influence their childrens' education. The first is cited from the *International Covenant on the Rights of Indigenous People*, (May 1991, Draft Proposal adopted in principle by the Third General Assembly of the United Nations World Council of Indigenous Peoples). It reads as follows:

> The Indigenous People have the right to fully control the care and education of their children, including the full right to determine the language or languages of instruction (p. 3).

The second is found in Clause three (3) of Article 26 of the (United Nations) *International Bill of Human Rights* (1948). It reads:

> Parents have a prior right to choose the kind of education that should be given to their children (p. 3).

The acceptance of the NIB policy paper by the federal government facilitated some changes to First Nations education and opened the door to greater involvement of First Nations in education programs (Assembly of First Nations, 1988a, p. 51). Most Indian Bands, in the quest for self-determination of their own educational destinies, have been able to achieve a reasonable level of control (i.e. administrative control), while some have obtained a form of realized involvement over their own educational programs (eg. management of local Indian school counsellors and teaching assistants). However, they still do not have full jurisdiction or control over their educational initiatives as was originally intended by the NIB policy paper. All they have managed to secure is limited jurisdiction. There are four primary reasons for why this is so.

The first is because "the agreement reached with the Minister contained no provision for implementation" (Yuzdepski, 1983, p. 39). Second, the implementation of this concept was basically left to the individual First Nations, which explains why many definitions about jurisdiction over education evolved. The third is due to the fact that Indian Affairs still calls the shots, and as a result, the First Nations remain bound to them (Assembly of First Nations, 1988a, pp. 53 & 55). The fourth reason is that "the government had no intention of releasing its administrative and financial controls over Indian education" (Ward, 1986, p. 13).

What is Local (Indian) Control of Education?

The phrase "Indian Control of Indian Education" has caused some confusion for many people. Assheton-Smith (1977), points out that even the NIB now prefer the phrase "Indian Control of Schools" over the phrase "Indian Control of Indian Education" because the NIB feel that the term "local control" has been misused (p. 1). This is probably because the term local control has been used synonymously with the phrase Indian Control of Indian Education.

What exactly then is local (Indian) control of education and what does it entail? Since there is no exact working definition for local (Indian) control of education, an accurate description of what it means and what it involves can be achieved by combining what the following writers understand it to be.

Assheton-Smith (1977) equates the concept of local control with that of community control, "The definition of community control ... concentrates solely on the dimension of community/school relations in which the community influences the school" (p. 1). On the other hand, Kirkness (1985) states that "Local control of education for Indians means a drastic change from the total control exerted on Indian people by the federal government" (p. 2). In addition:

> Indian Control of Indian Education in the most practical terms, means Indian input, Indian influence on the educational process. This may be on reserves or it may be in provincial or territorial schools. It is intended to result in improvement in the quality of education and in the creation of a learning environment which will give Indian children the chance to know their language, culture and history, and to develop their unique talents to the maximum potential (p. 4).

Matthew (1990) adds that:

> First Nations see "control" as not just being able to manage and influence the day to day operations of their schools but to have influence over all areas of the schooling process, including the exercise of power presently in the hands of the federal government (p. 99).

In the meantime, the controlling agent - Indian Affairs have maintained and have consistently defined "Indian control" to mean merely First Nations participation and administration of previously developed DIAND educational programs (Assembly of First Nations, 1988a, p. 1). As Kirkness (1985) states "Indian people were/are permitted involvement but not control", and "are operating Department of Indian Affairs programs" (pp. 5-6). Or to be more specific, "Indian Band takeovers, in most cases, merely allowed Bands to become extensions of the DIAND" and only recognizes them as being "initiators and implementers of all educational matters" (Ward, 1986, pp. 14 & 20).

The Band Control Movement

Why did the Band control movement come about, and why has it become so strong these last few years? The answer is straighforward.

First, there was a growth, over the years of dissatisfaction by Indian people with the education system, primarily because the schools were meant to cater to white, middle class North America (Cummings, 1985, p. 17), and as such, educators over the years had been trying to "teach" Indian people instead of working with them. Thus, they failed to meet the Indian's special requirements because programs were never developed to suit their particular needs (Elofson and Elofson, 1988, p. 31). This situation became most evident after the Hawthorn Report was released. Clifton (1979), who conducted a review of this document points out that according to Chapter IV of the Hawthorn Report, there are two overriding factors which accounted for the lack of success of Indian students in both school and society. The first concerned the values and skills that Indian children brought with them to the educational setting, while the second involved the interaction between the Indians and non-Indians that developed within this setting (p. 3).

Second, for many Indian communities, Band control is the only viable medium through which they can address or begin addressing many of the faults they've found with the education system. Or as Gardner (1986) points out, "Bands now have the opportunity to develop their own philosophies of education and to implement them in Band-controlled schools" (p. 15).

Green (1990) a proponent of Band control, who supports and shares this belief, states that "local (Indian) control of education is good for Native people and is the right direction to take" (p. 35). Plus, "it has been well demonstrated that they are the only ones capable of doing it right. History and sociology

support this" (p. 38). Pauls (1984) adds that "it is time to allow Indian people to manage their own education. They may make mistakes but they may do no worse than DIAND has done in the past" (p. 36). But the ones that really get the message across and offer support for local control are Friedman and Friedman (1981), who feel:

> There is of course, no one solution to an issue as complex as Indian Education, but it seems reasonable to assume that no viable solutions will be reached unless Indians are allowed their right as a people to determine, without restriction, the form and content of their education (p. 132).

Operational Differences/Obstacles to be Overcome in Local Control

There are three primary operational differences that exist between the Band controlled school systems and the Provincial school systems. They are: (1) Jurisdiction; (2) Funding/Taxation for Special Projects; and (3) Legal Authority of School Boards. These differences act as road blocks and impede First Nations in their endeavors to establish and organize successful Band controlled school systems.

The first concerns the matter of Jurisdiction. This difference is self-explanatory as spelled out by Matthew (1990), who states:

> Jurisdiction in First Nations schools is characterized by an ongoing struggle between First Nations and the Federal government to control the system, whereas within the provincial school system, it is not open to question. This system has a stated mandate which governs the school system and is supported by legislation, regulations, and policies and practices which guide its operation (p. 103).

The second concerns the matter of Funding/Taxation for Special Projects, as noted by Goddard (1992):

> Unlike its provincial counterparts, a Band cannot simply raise the mill rate or issue loan debentures to provide money for special projects. For Indian Bands, funding depends on policies set in Ottawa and administered through regional and district bureaucracies (p. 13).

Another reason takes into account the difference between First Nations and other communities in Canada, regarding the issue of control over the education of their children vis-a-vis powers of school boards. Barman, Herbert, and McCaskill, (1987) feel that First Nations, in the eyes of the federal government (INAC), do not have any school boards (education authorities) which have recognized legal authority, since:

> The Minister of Indian Affairs can choose to establish schools or send children to schools that he designates. The Minister also has the power to set guidelines and curriculum. While other people in Canada control the school boards through their votes, First Nations people are subject to the decisions of a bureaucracy over which they have no control, one which makes its decisions in Ottawa and bases those decisions on non-local factors and national funding formulae (p. 36).

To get around this particular obstacle, some First Nations have enacted their own "Education Acts". The creation of these Education Acts is seen by the Bands as an expression of self-government and the desire to assert administrative control over their educational programs/systems. However, there is a problem in doing this, because according to the Indian Act (1989), Section 82 (1) and (2), a By-law of a Band must be submitted to the Minister of Indian Affairs for his approval before it becomes effective (pp. 47-48). The argument put forward by First Nations regarding this is that for many Indian Bands the process not only hinders, but also destroys the intent of self-government. If the Band's government passes a law, then by the same token, that law should be recognized by the federal government (Pauls, Ed. Adm. 553 Class Presentation, June 9, 1993).

However, before any of this can really happen, the federal government must address the ill-defined devolution transfer process of educational control by allowing more First Nations input. They must also provide the legal basis of authority and the funds necessary for the establishment of effective Indian educational authorities, in order for the First Nations to succeed and overcome

the major obstacle of educational jurisdiction (Assembly of First Nations, 1988a, p. 56). Otherwise, the concept of Indian control of Indian education will not exist in its entirety as originally intended. Or as Young-Ing (1988) notes:

> The actions of the settler government with respect to Indian education ... have illustrated that their "official recognition" thus far has proven to be a little more than a token effort (p. 35).

Modifications in Education Systems Necessary

As noted previously, the influence exerted by Indian people over matters concerning their children's education does not end at the reserve level, but extends into the provincial sphere as well. Therefore, in order for Indian students to begin having a better chance of obtaining a quality education and be able to successfully compete within the dominant society, certain modifications are necessary and must be made to the education systems, by all educators involved both at the reserve and provincial levels.

In the provincial school setting, "the success rate of Indian students may be improved when the school districts and Indian bands work together towards that objective" (Walton, 1989, p. 11). Meanwhile, on the other hand, "The social dynamics of the reserve setting calls for a different approach to education and its methodology", whereby "This change should be made both in the content and process of education on Indian reserves" (Richardson and Richardson, 1986, p. 21). Further, Koens (1989) states that "curriculum modifications are necessary if local control of Indian education is to achieve meaningful education results" (p. 43), and that the nature of this curriculum must be grounded in the operant culture of the community (p. 37). This point is supported by Green (1990), who feels that that the education being provided should indeed "promote the culture it serves" (p. 37).

The bottom line though is, "If education is going to reach the Indian people it will have to become more meaningful to them and better suited to their society and lifestyle (Elofson and Elofson, 1988, p. 31). Therefore, what the education system needs to provide overall "is a total education for the total needs of the Indian people, which includes skills needed to exist in today's world, as well as culturally enriching and identity strengthening programs" (Cummings, 1985, p. 18).

Education and Indian Self-Government

The topic of "Indian Self-Government" is a touchy subject to deal with. Ever since the 1970's, this phrase has emerged as an ambigious term for many Canadians. They can rest assured however, that they are not alone in this confusion. In the 1980's, Indian self-government has developed to become a rather complex issue, which still today, remains to be resolved between the federal government and the Indians of Canada.

What does Indian self-government stand for? What does it involve? And, why has it become an issue between the federal government and the Indians? In order for all Canadians to come to a common understanding of what Indian self-government stands for, an analysis of what various writers have to say on the topic must be looked at.

First of all, the concept of Indian self-government is not a new issue. For Indians, self-government has been a part of their lives since day one, although its existence was manifested in a totally different fashion than it is today. The following citation taken from Reiter's book (1989) - *Band councils/Band by-laws*, asserts that:

> It would be a serious mistake to assume that aboriginal self-government is something new. The aboriginal peoples of Canada were self-governing for thousands of years before their society and culture were influenced by the Europeans invasion (p.17).

Cassidy and Bish (1989) state that Indian self-government in essence refers to those instances where Indian governments are working to regain powers that have been taken from them historically. Indian self-government also refers to the Indian governments' efforts to use federal and provincial governments to accomplish the social, economic, cultural, and political goals they have set for themselves (Introduction, p. xix). Cassidy and Bish (1989), further assert that:

> Self-government has been defined by Indian peoples and their governments as a way of protecting the special status of Indian peoples in Canada and of affirming the independent nature of their governing authority. Self-government has come to mean "doing it the Indian way" and this has led to many practical efforts by Indians to press Canadian federalism to expand its boundaries in order to accomodate another reality, a third force, a third order of government (p. 10).

York (1989), offers perhaps the most accurate picture of what the concept of Indian self-government means to the Indians. He states that:

> Canadians often assume that Indian self-government would entail the creation of a sovereign state or a new level of government. But in reality, self-government has a much more practical meaning for most Indian bands. It begins with the freedom to regain control of individual elements of their community: their schools, courts, health system, and child welfare system. These are the institutions that affect people directly. By asserting their right to make their own decisions in such vital areas, Indian bands are liberating themselves from a state of dependence and government control (p. 26).

However, to be more specific:

> The powers of self-government for a people within a given geographical boundary include capacities to determine their own distinct form of government; define and administer conditions of membership; tax; regulate and enforce conditions of marriage, divorce, adoptions, child custody; establish and enforce laws and justice codes; maintain jurisdiction over education; define and administer land use, and regulate policy (Assembly of First Nations, 1988a, p. 45).

The movement and drive for Indian self-government in many Indian communities came about as a direct result of the NIB's policy position paper in 1972. The bottom line which has been expressed by Indian people over the years is that without any form of meaningful educational services available for the

Indian populace, then Indian people will remain stagnant in their efforts to promote self determination as a means to secure a rightful place in Canadian society. Without any form of learning and the passing on of information to younger generations, any culture is considered dead. Barman, Hebert, and McCaskill (1986) state that:

> Central to this process (self determination) is control over education. The key to the future of any society lies in the transmission of its culture and worldview to succeeding generations. The socialization of children, through education, shapes all aspects of identity, instilling knowledge of the groups' language, history, traditions, behavior, and spiritual beliefs. It is for this reason that aboriginal people have placed such a high priority on regaining control over the education of their children" (p. 1).

This view is supported by Elofson and Elofson (1988), particularly as it applies to education. They state that:

> many people feel self-government or Indian autonomy in the field of education is the answer. They believe that Indians should have absolute control over the education of their youth (p. 31).

Education is basic to self-government and First Nations must have the right to exercise jurisdiction at all levels of education. Education is the key through which First Nations communities will realize self-sufficiency and self-government (Assembly of First Nations, 1988a, p. 59).

The statement from Cassidy and Bish in regards to what the definition of self-government means to the Indian peoples in Canada is accurate, because it reflects a view that is shared by the majority of Indian communities across Canada. However, it must be pointed out that the type of self-government approachs that are currently being practiced among Indian Bands, are as diverse and distinct as their languages, tribal customs, beliefs, and lifestyles. Every First Nation, as a representative and self-governing body, makes its own choice freely as to the forms its institutions and community programming will take (Assembly of First Nations, 1988a, p. 45), and does not necessarily mean that they desire to

establish a third order of government within Canadian federalism. Currently, some Indian Bands seek to have total autonomy over running all aspects of their daily Tribal government operations, while some are just content and interested only in looking after their interests in certain areas or fields such as the Social, Economic and Education programs.

It must be noted that the direction First Nations operate their own governments is largely controlled and influenced by the federal government. Indian Affairs in the past, has determined and still continues to determine the limits in which, and by which self-government programs will evolve:

> INAC self-government programs, as initially developed under Crombie, were somewhat similar to the approach that had marked earlier efforts such as the *Indian Advancement Act* of 1884. Ultimately, Indian Affairs would determine when "properly developed" Indian communities were "ready" for more self-government and a more "advanced" place within the existing federal-provincial framework (Cassidy and Bish, 1989, p. 22).

Also, due to the effect and implications of the Indian Act, the federal government has maintained a confused and contradictory position about the terms and views of what self-government means to the Indians since the post war period. They have advocated that Indian governments should be seen essentially as municipal governments operating within a not greatly revised federal framework (Cassidy and Bish, 1989, pp. 19-20). So in reality, according to Cozzetto (1990) these conditions will continue to exist and will never change:

> Unless more attention is devoted to establishing models of governance that are compatible with the culture and lifestyle of the Indigenous population, unless adequate provisions are made for ongoing funding, and unless training is provided on a massive scale, Aboriginal peoples across Canada will face insurmountable problems in their efforts at attaining self-determination under Native government (p. 50).

Methods of Financing Indian Education

The method for financing Indian education in Canada is part of the larger financial mechanics of the federal government, and is administered by the

Department of Indian Affairs. This process includes the powerful Treasury Board of Canada:

> The Treasury Board is responsible for determining the resource requirements for all federal departments and agencies through a negotiation process with each department. The Treasury Board then prepares the final format for the annual estimates which are voted on by Parliament (Assembly of First Nations, 1988a, p. 128).

These annual estimates for Indian Affairs are referred to as votes. There are three votes applicable to Indian Affairs expenditures. They are: (1) Vote 5 - Operational Cost; (2) Vote 10 - Capital Expenditures; and (3) Vote 15 - Grants and Contributions (Jobin, INAC, Personal Interview, May 28, 1992). Most of the education expenditure for such items as Tuition Agreements and Band Operated School expenses come from the Vote 15 budget. New school development comes from the Vote 10 budgets, and very little education expenditures come from the Vote 5 budgets. "Parliament maintains control over these funds by not allowing the transfer of funds between votes without Parliamentary approval" (Assembly of First Nations, 1988a, p. 132). However, some cases exist where the capital expenditures under Vote 10 are incorporated and built into the Vote 15 budget for Band Operated Schools.

The annual departmental financial estimates are arrived at through a process referred to as the Policy and Expenditure Management System (PEMS). PEMS is used to determine the allocation of funds in the federal government. Indian Affairs like other government department or agencies determines their PEMS budgets on a continuous cycle, involving Multi Year Operational plans (MYOP) which are five year estimates of the department's expenditures (Green, INAC, Personal Interview, May 28, 1992).

MYOP is determined by the actual expenditures of the previous fiscal year, the projected expenditure for the next fiscal year, and estimated planned expenditures for the next three years (Green, INAC, Personal Interview, May 28,

1992). The cycle starts in the spring when each area of Indian Affairs provides their input. This information then is sent to Headquarters in Ottawa, where they prepare a yearly budget using a spending target provided by the Treasury Board. In October, Government Departments make supplementary requisitions and adjustments are made to reflect any changes in policy or programs.

In the case of education programs, the Treasury board approves "unit prices for the numerous individual services and activities which comprise the planning variables in the Education Program sub-planning elements" (Assembly of First Nations, 1988a, p. 135). A Services Directory is used to identify services for which a unit price can provide. The Regional Office of INAC then applies the prices to the number of units in each program to establish its education program budget. The weighting factor of the student units are determined to be: (1) one ECS student is equal to a 1/2 unit; and (2) one Grade 1 to Grade 12 student is equal to one unit. Student units are "derived from the previous October's Nominal Roll count (ie. each October census count is undertaken of all eligible First Nations students enrolled in First Nations, Federal, and Provincial schools across Canada)" (Assembly of First Nations, 1988a, p. 136).

Formula funding was introduced in the 1987-88 fiscal years in response to criticism by Indian leaders and from the Auditor General's Report on how money for Indian programs is determined. The formula is used to determine the unit cost for any education program:

> It requires that the number of students in each grade of a specific school be determined once a year, usually through the Nominal Roll count. For each grade a specific cost index per pupil is allocated, with the cost index varying between regions according to differences in major cost components such as teachers salaries. The number of students per grade is multiplied by the grade cost and then added together to obtain the school's budgeting levels. The school's budget is adjusted for its geographic location ... with special indices for small schools (Assembly of First Nations, 1988a, p. 139).

The Formula funding is no longer in use in the Alberta region. However, I am aware it is being utilized in Manitoba.

Vote 15 funds for education are transferred to the bands in three possible ways. They are: (1) Indian self-government funding arrangements; (2) Alternative Funding Agreements (AFA); and (3) the most common way is by Band Contribution Agreements (CA). At the present time, I believe that there are only two Bands in Alberta presently negotiating self-government funding arrangements.

Alternative Funding Agreements (AFA) are multi-year agreements. The AFA process gives the Indian Bands and Tribal Councils more authority over the management of funding and services in their communities. The main feature of this type of agreement is that the Band involved with an AFA can re-design programs to reflect their priorities without obtaining department permission, as long as certain minimum standards are met for elementary and secondary programs. There are also yearly adjustments made to the agreement to reflect cost increases. Several conditions exist regarding the use of the funds received. They are as follows:

1) Capital funds are exclusively for the construction or purchase of capital assets, and may not be transferred to operations and maintenance functions, only for capital program activities. Operation and maintenance funds may be transferred to capital programs;
2) Capital projects exceeding $1.5 million are subject to a regular contribution agreement;
3) All surpluses generated by these funds can be retained by the bands;
4) Agreements can last up to five years, subject to annual appropriations; and
5) A three month cash flow is provided annually on the first working day of April.

Any band seeking entry into AFA's must meet the following entry criteria:

1) Have had previous experience with the administration of INAC programs;
2) Have in place a sound administrative organization and management structure;

3) Have in place policies and procedures for the management of finance, personnel, capital and other program services;
4) Have established mechanisms for reporting to the band membership, including annual budgets and annual audit reports;
5) Be in a sound financial position or, if a deficit exists, have in effect an acceptable recovery plan; and
6) Have a mandate to enter into Alternate Funding Arrangements (Department of Indian Affairs and Northern Development, 1992, Funding and Services Manual 1991-92, p. 13).

The most common way of transferring funds to Bands is through Contribution Agreements (CA), which are negotiated annually between the Bands and INAC. Contribution Agreements though are not as flexible as the AFA, in that, dollar amounts must be spent on specific purposes as outlined in the CA. The Contribution Agreements are "contractual agreements whereby the First Nation receives advances to deliver programs or services according to a payment schedule or cash flow statement subject to verification by progress reports and a year end audit" (Assembly of First Nations, 1988a, p. 132).

Chapter Summary

In Chapter II, literature on twelve different but inter-related topics were examined. The discussion of the first four topics dealt with the background history of the governance (legislation/acts) and Indian educational policies (integration/tuition agreements) within the sphere of education for Treaty Indians.

The next five topics examined the processes involved with the evolution and progression of the Band Control movement. The discussion of these topics included: (1) the situation facing federal Indian schools today in relation to the delimitation of INAC's role in providing educational services for Treaty Indians; (2) the factors leading to the development of the NIB Policy Paper; (3) the issue and meaning of local control and other writers' interpretations; (4) reasons behind the progression of the Band control movement; and (5) three primary operational obstacles that need to be addressed.

The last three topics covered three separate areas. The first concerns the must for changes required within the dominant educational system, to meet the specific needs of Indian people. The second looked at education and its relation to self-government, while the third and last topic highlighted the methodology involved with the financing of Indian education.

Chapter III

Research Methodology

This chapter provides a description of methodology used by the researcher to conduct an analysis of the management frameworks of participating Band Controlled School Systems in Alberta. The primary purpose of the study was to identify the components that comprise the local control process leading to the establishment and organization of the new Indian School System. The secondary purpose of the study concentrated on gaining insights into the areas of governance, organizational, and financial structures within these systems.

The following is a discussion of the seven parts that comprise the overall design of the research. The first part deals with the design of the study itself. The second part discusses the ethical considerations of the study. The third part presents a brief description of the pilot study used. The fourth part describes how the source of data for the main study was conducted. The fifth part deals with the issue of the trustworthiness of data collected, while the remaining two parts focus on the procedures used in the data collection and the data analysis.

Design of Study

This study used a descriptive-naturalistic (qualitative) mode of inquiry. The semistandardized interview, consisting of open-ended questions (Berg, 1989), is the format used in the collection of data.

The reason why this particular format was chosen over others is best explained by the following. Borg and Gall (1989), state that the semistandardized interview has the advantage of being reasonably objective while still permitting a

more thorough understanding of the respondent's opinions than would be using another method such as the mailed questionnaire (p. 452).

According to Berg (1989), the semistandardized interview is located somewhere between the extremes of completely standardized and completely unstandardized interviewing structures. Further, this interview involves asking a number of predetermined questions relating to special topics. These questions are typically asked of each interviewee in a systematic and consistent order, but the interviewer is also granted sufficient freedom to digress. Questions used in this process reflect an awareness that individuals understand the world in varying ways, thus, researchers approach the world from the subject's perspective (p. 17).

Ethical Considerations

Ethical considerations for this study were very important since each Band dealt with was different, and some comparisons are made. I encouraged the participants to freely express their opinions on sensitive matters, without fear of jeopardizing their personal and professional standing in the communities they served.

Before any interview took place, I made sure that the participant was fully informed as to the purpose of the study, and stressed to them that their participation was voluntary. Therefore, if at any time, the participants felt threatened in any way, or expressed reluctance to continue participation, they were given the chance and the choice to opt out of the study. Each participant was informed in advance, that the responses received from the interviews would be treated in an anonymous manner.

Permission was obtained to tape record the interviews whenever possible, in order to check for consistency of the interviewer's questioning, and to facilitate

the interview process. Transcripts of the interviews were sent back to the participants for their review (Member Check Process), and to confirm informed consent was used in the study. (See copy of Letter for Member Check Process in Appendix B).

Pilot Study

The pilot study of the semistandardized interview schedule using open-ended questions originally was to be carried out with four individuals from my local area. Prospective interviewees included: (1) the Director of the Maskwachees Cultural College; (2) Dean of Cultural Studies - Maskwachees Cultural College; (3) an Ermineskin Primary School Principal; and (4) the Director of Ermineskin Education Trust Fund.

I soon found out however, while trying to arrange an interview date with the Director of the Education Trust Fund, that I would have to change my plans concerning the pilot study. This became evident during the informal conversation I had with her. I came to the realization that I would be better off interviewing only individuals who've had first hand knowledge and experience with the Band Control process. The reasoning behind this was because that only they would be able to provide and present me with a more accurate picture in terms of obtaining the type of responses necessary for assessing the overall effectiveness of my interview schedule and the possible results it would yield.

The new plan now was to contact four other individuals whom I felt would assist me in meeting my purposes. I contacted three out of these four persons, but only two agreed without hesitation to take part in the pilot study.

There were five distinct reasons for conducting a pilot study. The first was to determine the appropriateness of the interview questions, by testing the interview schedule in terms of the value and worth (content) of the questions, to see

whether or not they were pertinent to the thesis topic. The second was to find out if the interview questions were understandable to the participants being interviewed in the same fashion as they were to me, in terms of clarity and wording of the questions. The third was to determine if the interview questions were adequate enough to yield sufficient information, in terms of achieving desired results. Also, if not enough information was obtained, to decide whether more questions needed to be added and/or what type of documentation to ask for, which would assist in providing the necessary information that I required. The fourth, was to refine and hone previous knowledge and experience with interviewing, so as to become more efficient in conducting an effective interview. The fifth and final purpose was to gain insight as to how I could best analyse the data collected from the interview process.

Following the pilot study, modifications were made as required and where necessary, before being administered to the voluntary participants of six Alberta Band Controlled School Systems.

Main Study

The primary data were obtained using semistructured interviews (consisting of open-ended questions) with the Chairpersons of the Boards, the Directors of Education, and/or the Assistant Directors of Education from each of the participating Band Controlled School Systems. Considerations were given to interview only the voluntary participants from this purposive sample.

Data Collection

One of the first functions the researcher performed prior to carrying out the main study was to contact by telephone the individuals he had pre-selected to take part in the study, and if they were willing to participate, arrange tentative

dates, times, and places for the interview sessions. These phone conversations included the procedure of explaining the particulars of what the nature of the study was about, and what the individual's participation meant for the study. The researcher indicated to them also that it would be essential for him to tape-record the interview sessions. The participants expressed that they had no reservations or problems with this procedure.

The next step the researcher took after all parties expressed willingness to participate in the study, was to send via fax, a letter outlining and describing the nature and purpose of the study, to gain their acceptance for participation in the study. (See a copy of the Letter of Transmittal in Appendix C).
Included in this package was a copy of the proposed interview schedule and a copy of the ethical guidelines that would serve as a guide for the researcher. This package was faxed together with the letter of transmittal to each of the potential parties a week or two in advance prior to when the actual interview would take place.

There were two main reasons for providing them each with these prepared packages ahead of time: (1) for matters of expediency; and (2) to allow them sufficient time to prepare themselves in terms of being better able to recall their past involvements in their own respective Band Control takeover processes. Also, by using this approach each participant was made fully aware of what the interview process would involve and what the researcher's intentions would be concerning the data collection and analysis.

Before each interview began, about fifteen minutes was spent on just having informal conversations to go over the format of how the interview would proceed. This involved making sure the participant's needs were taken care of, (eg. - such as making sure they were comfortable, needed a drink like coffee or tea, or needed to use the washroom, and so on). At the conclusion of each interview,

an informal discussion again took place to review and analyse the overall structure of the interview schedule and how the interview itself had gone.

Data Analysis

The researcher performed a process of content analysis to process the data collected from the interviews. The following steps were carried out:

1. Unitizing - The transcribed interviews were divided into units of individually interpretable understandings.

2. Categorizing - Related units were brought together into categories and were further sub-divided into smaller related groups.

3. Member Check - Participants were asked to examine and react to the researcher's reconstruction of their responses to the interview questions.

Trustworthiness of Data

Originally, the researcher was going to hire a person to do the transcribing of the interviews. However, he decided against it due to the fact that in order to ensure the trustworthiness of data collected, and to have everything done specifically the way that he wanted it to be, it was best if he did his own.

In essence, what the researcher did during the informal discussions prior to each interview, was explain to each participant the intentions he had regarding how he would transcribe their respective interviews. He pointed out to them that the most appropriate format to use for typing up the transcripts would be that of a semi-verbatim style, where all the "oh's and um's" would be deleted from the text. An agreement was reached that this method would be acceptable to all parties concerned, and that the significance of the deletions would be of no real consequence or adversely affect the meanings of the interview itself. Another agreement was also reached that in certain areas where undue repetition of a

word or phrase occurred, they too, would be edited, providing that doing this would not take away any significance of what the participant was saying.

Once the transcribing of each interview was complete, the researcher would contact by telephone each participant to let them know that he had mailed out the transcripts to them for the Member Check process. The researcher would also specify to them that he would wait at least two weeks before expecting any responses from them. This two week waiting period was extended to the participants so as to give them an ample amount of time to divest and review the transcripts. After the two week waiting period, follow-up phone calls were made to see if the participants had reviewed each of their respective transcripts.

If it was decided that the participants would need more time, then another two week period was extended to those who required it. For matters of expediency it was agreed that it would be best if all participants could relay any changes, additions and/or deletions to the researcher by telephone or fax, since the original copies were retained for this purpose.

All in all, only minor changes were made to each respective interview transcript. Other than that, the overall format of how the transcript was typed and presented, met with the participants approval.

Chapter Summary

In this chapter, the design of the research methodology used was presented in seven parts: (1) Design of Study (use of open-ended questions within a semistandardized interview schedule format); (2) Ethical Considerations (informed consent/permission for voluntary participation); (3) Pilot Study (for determination of appropriateness and adequacy of interview schedule questions including modifications); (4) Main Study (conducted with only voluntary participants of Alberta Band Controlled School Systems); (5) Data Collection

(processes performed by researcher); (6) Data Analysis (content anlysis of unitizing, categorizing, and member check process); and (7) Trustworthiness of Data (informed consent/permission concerning interview transcribing methods used).

Chapter IV

Study Findings: Description and Analysis

This chapter provides a detailed description and analysis of my research findings. The presentation of the data from the study findings takes the form of a narrative discussion. Tables and figures are used wherever they are deemed appropriate and in some instances, the data are grouped together and the analysis is presented in summary matrix.

Since the interview schedule was already purposely divided into four separate category topic headings, the analysis of the data collected follows these headings. The analysis looks at each of the respective categories, which are sub-divided into smaller relevant sections.

The analysis of the data concludes with a discussion of several themes that emerged from the data. This discussion will focus on one topic at a time and parallels will be drawn from those systems which exhibit commonalities.

Background and Preparation of the Band Control Process

The first category of questions, fourteen in total, dealt with the topic heading - "Background and Preparation of the Band Control Process". The discussion of the analysis collected from this category is subdivided into the following headings: (1) Background of Band Control Process; (2) Preparation Procedures and Approaches for Band Control; (3) Community Support and Expectations; and (4) Education Programming.

Background of Band Control Process:

In 1972, when the Department of Indian Affairs formally accepted the National Indian Brotherhood's policy paper, the aim of Indian Affairs was, through their "Devolution Policy" (as it became known), to remove themselves from direct involvement of the administration of Indian schools. This process has supposedly allowed those Bands who haven't taken over control of their own educational programs/systems, the option to do so. However, this has placed some Bands into awkward and precarious positions, due to the lack of adequate preparation and/or sufficient time to put into place qualified personnel to handle the transition and transfer of administrative responsibilities.

The questions that I had prepared in my interview schedule were tailored to find out if these types of scenarios were indeed true of the six Band Controlled School Systems involved in my study. I asked each of the participants two questions which related specifically to this. The first question related to each Band's reasons for taking local control. This was followed up with whether or not INAC's devolution policy played a factor in their decisions for assuming control.

The responses given for the first question were varied and many of the reasons that were cited tended to hold some basic commonalities. The most prominent consideration which led to each Band's decision about taking local control arose out of how the educational services being provided (both at the provincial schools and the federally-run reserve schools) were not meeting the needs of the students.

Quite a number of concerns were stated by the participants which related to student progress and achievement. Each system noted that their students (over a period of 5-10 years), had experienced low success rates overall. These low success rates were attributed to poor attendance rates, exceptionally high age/grade deceleration rates (anywhere from 2-5 grades behind occurring

primarily in the lower grade levels), significantly high drop-out rates after Grade nine, very low high school graduation rates, and even lower numbers yet of students that continued on to higher levels of education (Post Secondary level).

Other reasons that were given included dissatisfaction with the quality and level of education that the students were exposed to in the reserve schools under the control of the Department of Indian Affairs, and the selection process of teaching personnel for the reserve schools. There was also some general dissatisfaction with the tuition agreements because they prohibited input and involvement (by both the education authorities for the Bands and the Indian parents) in addressing student concerns and/or problems in provincial schools.

Another factor why local control was pursued had to do with school space problems. Two of the Band Controlled school systems were informed by the local surrounding school districts (where they had students attending), that due to growth in their systems, they could no longer take students from the reserve(s) at the current rate. As a result, these Indian communities were forced to take local control a lot sooner than they had expected to.

Perhaps the biggest reason for assuming control of their educational programs/systems, even though it was not directly mentioned as such by most of the participants, was the notion of using education as a tool for the development of their people and communities. This point became most evident when I asked each participant if the INAC devolution policy was a factor in their Band's decision to go local control. The following reponse given by one of the participants says it all:

> Not necessarily. I think the main reason was the Band was interested in looking after its own affairs. They were interested in developing their own model of self-determination. However, the devolution policy provided an opportunity for our First Nation to develop our own.

For other Bands, the responses were similar. In one case it was simply more of a desire to obtain control over the school program so as to have direct input and involvement towards meeting the needs and interests of their students. In another case, the Band held the view that Indian Affairs was eventually going to allow the Bands to control their own programming, they felt local control was going to be inevitable anyway, so they decided to accept it as soon as possible.

Preparation Procedures and Approaches for Band Control:

Under this section five specific questions were asked of each participant concerning the preparation procedures and approaches used in their respective Band Control processes. Two of the questions focussed on whether or not each of the participating Bands sought the assistance of other Bands (that already had local control), in a networking or collaborative work venture, and also asked if INAC was involved in any way in this process. The next three questions concerned the actual preparation phases themselves. What did each Band do specifically in preparation for taking control, did they have a strategic plan to follow, and did they include any training for all or any of the Band personnel that were involved in the process?

To present a more detailed description of the preparatory procedures and approaches taken by each of the respective Bands, I have arranged the data gathered as summary matrices using three separate tables (Tables 6,7, & 8). Table 6 depicts the Networking and Collaborative work ventures. Table 7 illustrates the steps involved in the methods/procedures that were employed in the Preparatory Approaches, while Table 8 highlights the Strategic Planning and Training segments. Also within the summary matrices, the participating six Band Controlled School Systems are listed under an alphabetical coding classification

from A to F, with the responses being presented mainly as a "yes" or "no" answer under their given respective system's classification.

Table 6. Networking and Collaborative Work Ventures

Contacted for Assistance:	System A	System B	System C	System D	System E	System F
Alberta: (a) Established Band Control Systems	Yes	No	No	No	No	Yes
(b) Other Education Authorities (Provincial)	Yes	Yes	No	Yes	Yes	Yes
British Columbia	Yes	No	No	Yes	No	No
Saskatchewan	No	No	No	No	No	Yes
Manitoba	Yes	Yes	No	No	Yes	Yes
Elsewhere in Canada	No	No	No	No	No	No
U.S.A.	No	No	No	Yes	No	Yes
Worked with INAC	No	Yes	Yes	No	Yes	No
Type of Involvement in working with INAC	Funding	Funding Statistical Info.	Funding Consulting	Funding	Funding Statistical Info.	Funding

In Table 6, two of the systems (System A and System F) made contacts with other established Band Controlled school systems in Alberta, in order to get an idea of what they were doing, how they had their systems set-up, and what recommendations they would have to offer that would assist them (the newcomers), in their developments. The systems contacted by System A and System F were Kehewin, Saddle Lake and Alexander. Further, five out of the six systems also met with other educational authorities from the province such as local surrounding school boards.

Both System A and System D looked at Band Controlled school systems in British Columbia. System A went to Mt. Currie, while System D went to Bella Bella. System F was the only system to contact established Band Controlled school systems in Saskatchewan. They looked at two particular systems because they were comparable to their own in reserve size and the student population it served.

From the established Band Controlled school systems in Manitoba, System A worked with Sioux Valley, System B with Peguis, System E with eight Inter-lake Tribal School Divisions, and System F with Ft. Alexander, Peguis and Sandy Bay. None of the systems (A to F) decided to seek assistance from other Band Control communities elsewhere in Canada, but instead went south of the border. Why they did this is explained partly by the participant from System D who notes:

> At the time, there were not too many Bands in Canada that had local control. What we did was we went to the United States and visited the Arizona Navaho Reservation. We spent about a week there looking at their program.

System D was not alone in going south, System F also did the same. They went to Colorado to sample what "Effective Schools" were all about.

As far as working with INAC in the Band Control process, only three of the systems (B, C, & E) did so. System C stated that they simply had no choice in the matter since they had wanted to acquire local control as quickly as they could. On the other hand, Systems B and E chose to go this route primarily for the purpose of extrapolating statistical information on their students from INAC so that improvements could be made concerning their students' success rates.

Table 7. Preparatory Procedures and Approaches Used

Methods Employed:	System A	System B	System C	System D	System E	System F
Established Working Education Committee	Yes	Yes	Yes	Yes	Yes	Yes
Student Population Analysis	Yes	Yes	Yes	Yes	Yes	Yes
Development of Student Database	Yes	No	No	No	No	Yes
Community Awareness Information Workshops	Yes	Yes	No	Yes	Yes	Yes
Community Survey	Yes	No	Yes	No	Yes	Yes
Utilization of Local People	Yes	Yes	Yes	Yes	Yes	Yes
Attended Various Education Conferences	Yes	Yes	Yes	Yes	Yes	Yes
Studied & Looked at Models of Education	No	Yes	No	Yes	No	Yes
Public Community Meetings with other Ed. Authorities	Yes	Yes	Yes	Yes	Yes	Yes
Hiring of Expertise (Consultants)	Yes	Yes	No	Yes	Yes	Yes
Student Evaluations (Testing & Assessments)	Yes	No	No	Yes	Yes	Yes
Established Education Authorities	Yes	Yes	Yes	Yes	Yes	Yes

Each of the systems (A to F) formed Working Education Committees consisting of a core group of people, four to eleven in number. In essence, these groups were responsible for doing all the necessary groundwork involved in the local control initiative such as information gathering and dissemination of

information to the community, development of Education Authority, negotiations with INAC, and so on. It was usually individuals from these groups of people that went on to serve on their respective Education Authorities, either as administrators or as board members.

Table 8. Strategic Planning and Training of Personnel

Methods Employed:	System A	System B	System C	System D	System E	System F
Five Year Development Plan	Yes	No	No Indication Given	Yes	Yes	Yes
Plan of Priorities	Yes	Yes	No Indication Given	Yes	Yes	Yes
Facility Feasibility Study	Yes	No	Yes	Yes	Yes	Yes
Individual Training	Yes	No	No	Yes	Yes	Yes
Board Training	Yes	Yes	No	Yes	Yes	Yes
Chief and Council (Education Roles & Responsibilities)	Yes	Yes	No	Yes	Yes	Yes
Other (Additional) In-House Training	Yes	Yes	No	Yes	Yes	Yes
Teacher Training Programs	No	No	No	Yes	Yes	No

Table 8 shows the breakdown of the forms of preparatory planning used by the six participating Bands, before taking local control. As noted earlier, two Bands (Systems C & D) assumed local control much sooner than they had anticipated. System D, due to circumstances beyond their control, was put into the position of doing so, while System C had the intent all along of doing it anyway.

It was also this particular Band (System C), that did not have a concrete strategic plan in place to follow as a road map, nor did this Band establish contacts or obtain any help, assistance, or guidance from other established Band Controlled systems. This Band opted instead to work directly with INAC, and only INAC in their quest for local control. (See Tables 6 & 8). Using their own judgement along with the advice from INAC, this Band figured that they were more than ready to face the challenges that local control had to offer. So much so in fact, that the Band felt they had the personnel and the qualifications to undertake such an initiative, and that it was unnecessary for them to partake in any type of formal training.

What System C did instead, was essentially to go through a process of conducting a student population analysis in conjunction with a facility feasibility study. The purpose behind this was to obtain an accurate head count of the numbers of students they actually had in school, to determine how much school space would be required to house the students if all were to come back to the system. They also opted to do only a community survey in lieu of holding community awareness information workshops, to educate their membership about their local control process. (See Tables 7 & 8).

The rest of the systems (A to F) were more patient than System C. They wanted to be sure that all was in place, that is, everything that each Band figured needed to be done, was taken care of, by using a systematic approach. Every one of the systems completed a student population count for much the same reasons as System C did. However, only Systems A and F established and developed student databases, to keep on-going records of and for each of their students. All of the systems (except for Systems B and D), involved and used local people for conducting community surveys. Systems B and D were the only systems that didn't utilize community surveys.

All systems (A to F), stressed that they attended various education conferences and workshops to pick up whatever information they could, which provided ideas about what other Native people were doing in Band Control. Further, three of the systems (Systems B, D, & F) looked at different educational models from which adaptations could be drawn that would enhance, complement and promote their respective aims of community development. Also, to aid in shaping the direction of their own proposed individual educational programming, Systems A, D, E, and F sought the assistance of external agencies (consultants) to perform in-depth evaluations on their students.

In matters relating to strategic planning and the training of personnel, there were similarities in the methods that were used by the majority of the systems. For example, one system (System A), described their preparation process as being more of what they would call negotiation strategies rather than a strategic plan. A five year plan was developed which outlined the stages of what they thought were necessary, in order for the school to become a fully operational system. They backed this up with a plan of priorities, which set out what things needed to be done first, and what things needed to be worked on over for the remaining five year period. In effect, their system's initial strategies revolved around the core subjects and organizational issues, like getting the policies down pat, putting all the controls in place, and establishing the desired standards of behavior amongst the students, staff, bus contractors, bus drivers, and the Board.

As far as training their personnel, the initial individual training centered around computer training. This was so that people would know how to use the word processor and the accounting programs and desktop publishing, because one of the things that they wanted to do was automate their system as quickly as possible. The other type of training they did was in-house. Wherever they saw a

need, they would either do their own training or they would identify training elsewhere for the individuals that required it.

In another example using System B, the situation was slightly different. This system already had some trained people that they could utilize, since a fair number of their own Band members were qualified teaching professionals. This is not to say though, that they did not access additional training for other segments of their preparation phase. For instance, they stated that they had to apprise both their Chief and Council and their Education Authority, as to their roles and responsibilities with respect to education. They also had to apprise the parents, and the children themselves.

Once the Education Authorities became established, the main emphasis of training of personnel switched to that of board training. For some systems like Systems A, D, E, and F, this particular training segment proceeded by following and adhering to an extensive regimental schedule. The training segments (workshops and seminars) were designed to provide on-going instruction and exposure to the learning and acquisition of certain skills believed to be essential for every current board member and other future potential board members. Training was provided for in areas such as Negotiation Skills and Strategies, Team Building and Assertiveness Training, Effective Boardmanship (Ethics, Roles and Responsibilities), Interviewing Techniques and Procedures, Development of Philosophy and Mission Statements, Policy Development, Curriculum Review, School Act, Management of Band Run Schools, Time Management, Labour Codes, and so on.

Community Support and Expectations:

This section contained only three questions that were asked of each participant. The purpose behind these questions was to find out what each Band

did in terms of promoting their local control initiatives: What did the Bands do to drum up support so that their respective memberships would accept the idea, what reaction did they receive regarding this, and how did they deal with key issues and concerns brought up relating to community expectations? The breakdown of responses given by each of the systems is highlighted by discussing their approaches one at a time.

For System A, it was basically a 'show-me-type' of situation. There were a lot of things expected by the community initially, therefore System A had to establish priorities and assign tasks. The Board was given a mandate for one year to run the school. During that one year they would have to call a plebiscite and the purpose of the plebiscite was to affirm public support for Band control, and if they didn't win the plebiscite, then the school would be referred back to a federal school.

In the beginning, one of the things this system did was administer a lot of surveys to find out what the people knew about the education programs and what sorts of things they would like to see in it. However, the trouble with doing only surveys was that they didn't get total community responses and participation. This situation prompted System A to begin using a number of information workshops in the hopes of gaining the rest of the community's support.

The reaction System A received initially from their community was that about 75-90 % of the community members believed and supported what they proposed to do, and the fact is even still today, that they do not have 100 % community support and the backing of their program. There is still doubt and the existence of that negative component, whereby some people in the community say that assimilation is in their best interest, and that they are adamantly opposed to what the system is doing, particularly with the issue of their Indian language. They feel that their Indian language should not be taught in the school, that teaching it is

wrong, and as a result, they will just not send their kids to the school. So there is a split so to speak between this group of people and the rest of the community. The rest of the community has a strong belief that teaching the language in the school will in the long run, help preserve and save the language.

What System B used was a community development approach towards local control. Initially, because of the "fear of the unknown", they stated the support was not necessarily there. But, by engaging in and maintaining constant dialogue and communication with their community, they were able to succeed in obtaining the support they required. They achieved this mainly by holding numerous information workshops, where they brought in various resource and technical people from other established Band Control systems to tell the stories of their processes.

The following statement (expressed by the participant from System B), is an example of the difficulties their Band experienced when they sought initial support from their membership:

> I think that one word here is "Attitude!" It was really difficult in the beginning stages, to convince the membership that local control was the way to go! I guess I can attribute this to the fact that over so many years the membership had become complacent, and there was a certain level of apathy, in that, they had come to expect the Dept. of Indian Affairs to be everything and anything with respect to program delivery. So when I'm saying attitude, we had to address that! We had to convince our membership that if you were to look at this in a constructive way, we could do things for ourselves!

System C decided to do a formal survey utilizing some of their Band members to administer it, instead of hosting any community awareness information workshops. They felt that their community was already knowledgeable about local control and didn't need to be bombarded with other information, since discussions about local control and the notions of takeover were predominantly looked at from years previous to this.

The survey this system used contained some very basic questions as noted in the following example:

> Basically what the survey was asking the Band members was - Do you want local control? Do you think we should have our own schools? From the responses, 97 % of respondents said yes.

System C stated that the use of the survey alone was convincing evidence that they had overwhelming support from their membership, and could therefore go ahead and take control of the educational program from INAC.

As far as taking measures to deal with concerns or goals that were expressed by their respective communities, both Systems B and C looked at how improvements could be made in two critical areas of concern which came out from each community. The first area of concern had to do with the student drop-out rate situation, while the second was about student age/grade deceleration rates.

System D, also used the community development approach in their takeover process. In soliciting community support, this system held a lot of community meetings and information workshops. For the most part this was done to inform their membership about what their proposed educational program was to be like, and to assure them (the membership) that the program would be credible to that of Alberta Education standards and as such would not be watered-down. It was also during these times that any concerns that were expressed by the community were listened to, since the Education Committee itself like the community, was going through a learning process as well.

To encourage community involvement and to include the participation of the greatest number of community members possible, one of the strategies this system employed was to videotape all the workshops and presentations. By doing it in this manner, they were ensured that the information collected would always be readily available for reference for those who could not attend the

meetings, and also be available for future use at other workshops, if the need arose.

The reaction System D received from the community was extremely positive. This was attributed to the fact that the community had been quite dissatisfied with the type of programming that was in place, since they were never given the opportunity to have any input on what went on regarding the educational program.

Both Systems E and F like Systems C and D, also took a community development approach to local control. System E's local initiative began with a ten year study that was done in conjunction with two Post Secondary institutions. But the drawback of this venture was that these institutions were more concerned and interested in their own departments rather than those of System E.

This led System E to engage in an open competition and hiring process to obtain the necessary personnel required to assist them in their work efforts. At the onset of the Education Committee's developments, about four hundred people were interviewed to fill fifty jobs for the educational program.

For the purpose of encouraging and soliciting community support, thirty seven public meetings were held along with workshops. Most of this time was spent on educating the membership about the direction the Education Committee intended to take. About two thirds of the reserve population had an educational level of Grade nine or lower, so it was essential that they understood what the whole basis of education entailed, that the education process involved more than the education they had received while growing up.

To help in solidifying community support, a choice had to made on whether to hold a referendum or petition or both, pertaining to the administrative takeover of the federal schools on the reserve. It was decided that they would do both. The choice of conducting a petition was chosen first, because it allowed the

Education Committee to continue working at the grassroots level in its efforts to obtain community support. It was also decided that a referendum be held one year after the takeover went into effect, to evaluate the educational program. The referendum was held so that the membership could decide whether they wanted to have community-oriented schools on the reserve or not.

The reaction System E received initially from the community was not all that favorable. Some people still oppose it today due to economics. However, since the takeover, many noticeable changes have occurred. For example, the reserve schools are no longer viewed as being dumping grounds of the provincial schools like it was, when the kids that dropped out of provincial schools, ended up there at their doorsteps. Interest in attending school has greatly increased, bringing attendance rates up higher than they were before.

System F like most of the other systems, also utilized and conducted a community survey. There were two specific reasons for doing this. The first was to assess what their membership knew about local control, and the second was, by to come up with another way that would assist in educating and preparing the membership about the concept of local control. This procedure would aid in creating minimal resistance against their initiative, and thus the community would support them when it came time to go through with the actual takeover of the educational program.

Even though much was done in the way of informing and educating the general membership about local control, a larger than expected 'uniformed group' was still found to exist. However, the reaction System F received from the survey was what they had anticipated and expected. The results showed that 72 % were in favor and supported the move to go Band Control. This move was backed unanimously by their Chief and Council.

Education Programming:

In this final section of Category One, four questions were asked of each participant. The purpose of these questions was to determine which educational programs (in whole or in part) were taken over, which were still left for future negotiations and takeover, whether or not new or special and innovative educational programs were developed, and finally, if each Band felt that there was a need for the development of a comprehensive community education policy that would outline areas for community development. The responses received from the systems are presented as 'yes' or 'no' answers in a summary matrix in Table 9.

Table 9. Education Programming

Topics	System A	System B	System C	System D	System E	System F
Specific Programs Taken Over:						
Operation & Maintainance	Yes	Yes	Yes	Yes	Yes	Yes
Student Transportation	Yes	Yes	Yes	Yes	Yes	Yes
In-School (K-Gr.9)	Yes	Yes	Yes	Yes	Yes	Yes
In-School (Gr.10-12)	Yes	Yes	Yes	Yes	Yes	No
Post Secondary	Yes	Yes	Yes	No	Yes	Yes
Adult Education	Yes	Yes	No	No	Yes	Yes
Have Programs Left For Takeover	Yes (T. A.'s)	Yes (T. A.'s)	No	No	No	Yes (T. A.'s)
Development of Special or Innovative Programs	Yes	Yes	Yes	Yes	No	No
Development of Comprehensive Community Education Policy	Yes	Yes	Yes	Yes	Yes	Yes

All systems in the study indicated that they felt they could do no worse than INAC in delivering their own educational programs. In fact, most felt that they would do a much better job, since only they had the sensitivity, the knowledge, and the know-how to include in their programming, to best meet the collective interests of their respective communities.

When System A decided to take over control of their own educational program from INAC, they indicated that they proceeded in a systematic fashion by going one step at a time. The Operation & Maintenance (O & M) program which was taken over first, about six months prior to the actual Band control itself. This was followed up with the administration of the In-School (K-Gr.9) program. Then, sometime during the same year, the Student Transportation program was added to their care. A year after that came the Post School program, and a few years later, the High School (Gr.10-12) program was also added.

System B on the other hand administered only the In-School (K-Gr.9) program initially, when it took control from the Dept. of Indian Affairs. System B like System A, also decided to approach the takeover process by proceeding at a slow pace, because they felt that doing it in this manner would reduce the chance of being shell-shocked, by trying to deal with more than they could handle. However, System B did not give any indication about which programs were taken over in what order. All System B stated is that up to this point, they virtually have the entire education program under their care.

Meanwhile Systems C, E, and F, unlike the rest of the systems, took everything all at once, whereas System D began by just administering the In-School (K-Gr.6) program. Then every year after that, System D would add on another grade level until they reached the Grade twelve level.

For all the systems, other programs such as Student Transportation, O & M, Post Secondary, and Adult Education are under the care of other segments of the Band Operations. These particular programs are negotiated separately by the Band, and in most cases, programs like the O & M and Bussing have become either private or Band owned businesses. The control of programs such as these are dealt with on a case by case basis in the agreement(s) with INAC.

The majority of the systems note that the "Tuition Agreements" they have with various provincial school districts still remain. Out of all the systems, System E is the only system which has renegotiated and begun administering their own tuition agreements. Three of the systems (Systems A, B, and F) have the option of taking over their respective tuition agreements but have yet to decide whether they wish to renegotiate them. Meanwhile, System D has taken over existing tuition agreements, but did not indicate if any renegotiation had occurred. System C on the other hand, has not divulged how they wish to pursue this matter.

In order that the systems may begin addressing some concerns expressed by their respective communities, aimed at trying to meet the needs of their students, it was only fitting that the systems introduce and incorporate into their educational curriculum, some new and innovative programs. Both Systems A and C developed some form of Alternate Education programs to combat the Drop-out problems that had become concerns within their communities. For System A, the Alternate Education program serves as a supplement to enhance their Special Education programs, not only at the Elementary School but at the High School as well. They've also built a Daycare on the school site so that teen-aged mothers can have easier access to school. Meanwhile, System C decided to combine academics with cultural education in their Alternate School, with the primary focus on Art. The participant from System C states that:

> This type of program is a very unique program and it is something that has to be looked at very seriously in any local control educational setting because the program has taken off since its inception.

System B on the other hand, is making personal development courses on self-esteem mandatory for all grade levels. The participant from System B points out that:

> We've come to the conclusion that the present educational system is geared to do one thing, and that is to make the individual self-sufficient to a certain level. In our opinion, there's one important aspect of education that's been neglected by the entire educational system of the dominant society, and that is to provide educational opportunities so that the individual will be exposed to and will learn human qualities to make him/her, a better human being. So we've included that by way of making personal development courses on self-esteem mandatory for all grade levels. The reason why we're doing this is because we are of the opinion that if we give the student(s) a level of self-pride, self-esteem, they would start believing in themselves, and that they are capable of doing anything that is before them. They will be capable of overcoming any challenge or obstacles, and therefore, won't drop out of school!

System B has also incorporated into their educational system an enhanced Physical Education program, along with an Occupational Skills Training program and a Special Needs Education program. In System D, they are working on bringing back to their community those students considered to fall under the category of Hi-Cost Special Education, since students of this nature require one on one attention. For example, a home has been established for one boy who is paraplegic, so that he could continue attending the school program.

In Systems E and F, no new or innovative educational programs have been introduced. What they have opted to develop instead are school incentive programs to keep the kids in school and reward them for their achievements. Examples include rewards for academic excellence, student allowances for perfect attendance, individual academic enrichment programs for students with eighty percent (80 %) or higher, general provincial academic standards of sixty

percent (60 %) before students can play on school sports clubs, etc., and special programs open to all students either as electives or assigned activities.

There is another program initiated by System A which deserves mention, although this program can not really be considered an educational program per se. What this program involves is an idea originally devised by the teaching staff, which they refer to as the "Golden Can Award". This particular award came about after concerns were expressed by the Director of Education to the teachers, that it was taking the custodial staff a lot longer than necessary when it came to cleaning the classrooms. Therefore, to assist the maintenance staff in performing quicker cleaning sweeps of each classroom, the teachers themselves decided they would do their part in helping to maintain cleaner classrooms, by straightening up their classrooms at the end of the day. So in effect, what happened as a result, was that the maintenance staff then would decide whose classroom or rather which teacher had managed to keep the cleanest classroom for the week, and would receive the award for their efforts. Thus, the teacher would be able to keep the award for the week until another winner was chosen. This incentive seems to have worked out quite well as noted in the following remarks by the participant from System A:

> Now we wish we had three or four Golden Cans because all the teachers want to win it! The kids know about it. They all see this Golden Can in their classroom and they think that it's a real privilege to have the cleanest classroom.

The systems were asked, Should a Band develop a comprehensive community education policy? The responses received were unanimously in favor of this need. The following three examples support this case in point.

> There needs to be something developed in cooperation with the community, so yes, I definitely feel there should be!

> Yes. I think it's important but I'm not a believer in "Management by Objectives", and basically say here are the objectives we have to work on

> and that's it. I'm a strong believer that everybody has the ability to contribute to provide leadership in the school system. So I think it's important for one to develop a mission with the understanding that this mission is not the only mission you'll do in the course of time.
>
> Oh absolutely! What we're working on at the present time is developing a "wholistic education program". By that I mean, we're trying to put in place a program, that will meet the needs and aspirations towards education, from the cradle to the grave. It has to be total in our opinion, not only in the Pre-School, the In-School and Post Secondary programs, but, certainly we need to look at all members of the community. We feel that every community must develop a comprehensive educational policy for all age groups. It's very important!

As these examples suggest, much still needs to be done in the development and implementation of policy. The system which provided the third example for instance has thought along these lines from day one, whereas the rest of the systems do indeed have something else to consider, if they didn't begin considering it already.

Governance and Organizational Structure

In this second category, a total of eleven questions were asked of each participant concerning this topic heading. The first two questions dealt with the issue of Treaty Rights and its relation to education. The next three questions focussed on the specifics of the Education Authority: (1) How it was established; (2) How it's currently structured within the system; and (3) What type of legal jurisdiction the system operates under. Following these, two questions were asked regarding how each system managed and handled their resources in terms of their operations, and what procedures they followed in order to acquire other school and/or educational facilities. The remaining four questions revolved around the concepts of roles and responsibilities and the authority and powers of decision-making between the Education Authority, the Chief and Council, the community, and INAC.

The data collected from this section are subdivided into headings according to the order in which the clusters or groupings of questions were asked. Under this format, the following headings will be discussed: (1) Issue of Treaty Rights and Education; (2) Governance of Education Authorities (Board Authority and Operations); (3) Handling of Resources and School Operations; and (4) Roles and Relationships Between Education Authority, Chief and Council, Community and INAC.

Issue of Treaty Rights and Education:

Two specific questions relating to this topic were asked of each of the participants. The first question concerned the value or importance each Band placed on existing Treaty Rights in relation to education. The second question focused on whether any procedures were taken by each Band to ensure the protection of these Treaty Rights.

From the majority of the responses received, it became very clear that for all the systems, the issue of Treaty Rights and their relation to education, are very important. Generally speaking, everything the systems did concerning education, had to respect the Treaty Rights and what they symbolize. A prime example of this view is given in the following summation by one of the participants:

> Everything we do has to be based on the Treaty, the issues of Treaties, and this includes education. Our Elders who sit in Council with us, continue to advise us never to deviate from the issue of Treaty Rights, especially in the area of education. Just to state a point, you know, Treaty Rights were payment for education, and other important aspects of the Indian life are pre-paid, so we must continue to maintain that. The Treaty Rights are very important and are of the utmost importance to our pursuits in education.

It is also understood that the Treaty Rights guarantee that education will always be and should always be, a free service for Treaty Indians. Therefore, the mechanisms through which the educational services are currently being

provided, do not infringe on any of their existing Treaty Rights. If anything, the real concern or problem revolves around the question of funding, in terms of where the education service for Treaty Indians begins and ends. More precisely, whether the funding of Post Secondary education is considered to be a part of this arrangement within the Treaty Right to education.

The real argument between Treaty Indians and INAC, has centered on the interpretation of this educational service. As it stands now, INAC provides for the educational service costs beginning at the age of four and ends supposedly at the age of eighteen, although there is an allowance on this, if a student continues on with his or her education. In cases like these, what INAC has stressed is that, by providing this type of extended educational service, they have gone beyond fulfilling their fiduciary responsibilities and consider this process to be more of a privileged service rather than an obligation on and for the behalf of Treaty Indians.

As mentioned earlier, the position for Treaty Indians concerning this issue, has been that they are entitled to a free and complete education because of the treaties, and as a result, there should not be any limitations placed on their rights to these educational services.

Systems E and F have taken an extra step towards safeguarding their Treaty Rights to education, by obtaining written assurances (Letters of Guarantee) from the Minister of Indian Affairs. These letters, even though they are worded slightly differently in each case, state that the process of each Band in assuming administrative control of their educational program(s) does not negatively impact nor adversely affect their Treaty Rights. Further, the letters also emphasize that these respective educational program takeovers would not and do not in any way sever or relieve the Minister of his responsibilities for and over education under the Indian Act.

By the same token, even though System B did not obtain any type of additional written assurance from the federal government, they too decided that some form of pre-cautionary measure was necessary. Therefore when System B began negotiations with the Dept. of Indian Affairs, they pointed out that they were very careful in their proceedings, and had to be certain what it was precisely that they were taking over under local control:

> We had to negotiate with the Dept. of Indian Affairs, on the premise that their fiduciary responsibility would not and would never be severed even under local control. Now, perhaps it is for this reason that we continued to take local control on a year to year basis. The Dept. - the federal government, have been trying to convince us that we should take the program over by entering into extended and longer term agreements. I suppose we would consider it, provided the same conditions, the same guarantees, were provided to us. But, at the moment, as the way government works, they always tell us that Treasury Board in Parliament only allocates on a year to year basis, so we play the same ploy with them.

Governance of Education Authorities (Board Authority and Operations):

Under this section three specific questions were asked of each participant concerning their Education Authorities. To present a more detailed description of each system's board authority and operations, I thought it would be best to analyse and contrast the responses given by the systems, under each of the topic headings, namely: (1) How the Education Authority was established; (2) How the Education Authority is currently structured within the system, and (3) Under what type of legal jurisdiction the Education Authority operates.

How the Education Authority was established:

System A was given authority by their Chief and Council to elect an interim school board, whose mandate was for a six month period, to get Band control underway and establish the method of control that they would use. This mandate was later extended up to two years or so, to allow the board more time to

establish the constitution and initial policies and regulations that now govern educational operations.

Systems B and D employed similar approaches in establishing their respective Education Authorities. Both systems achieved this through continuous involvement and consultation with their communities. System B notes that within this process, they did not request any authority from the government or any other external agency, in allowing them to establish their Education Authority.

For each of these systems, the authority basically came from the Band membership and was delegated from their Chief and Council, who then set up the parameters, and the terms and conditions for the work that the Education Authority was to be responsible for. The Education Authority for System B initially was elected by the membership at large while the Education Authority for System D was appointed by Chief and Council.

In System C, the core group that was involved in developing the local control process, made a recommendation to the Chief and Council to establish a Board of Education, as opposed to having an Education Committee. This recommendation however, was not endorsed by Chief and Council. The Chief and Council instead opted to go with an appointed Education Committee.

As in Systems B and D, Systems E and F also developed Parent Advisory Commitees or Groups, and both had Council representatives in their Education Authorities. At the onset of its operations, System E's Education Committee consisted of three Councillors who were appointed by the Chief and Council. Then later on after the Parent Advisory Committees for the three federal on-reserve schools and local community college were created, the number of members in the committee grew from three to seven.

Meanwhile in System F, the Education Authority was established after the recommendation made by the Task Force (responsible for the groundwork of

their local control initiative), was accepted by the Chief and Council. The recommendation asked that Parent Advisory Groups be developed for the two federal on-reserve schools, and for the three surrounding school districts. It also asked for the appointment of two Council members to sit on the Education Authority.

How the Education Authority is currently structured within the system:

System A has seven people on its school board, referred to as the "Board of Trustees". Six of these people are elected, while one a Council member, is appointed by the Chief and Council. The Chairperson of the board is elected from these seven people. The six people on the board obtain their positions through a staggered election basis, where they each get to serve three year terms, with two going up every year for re-election.

The Education Authorities in both Systems B and C function as appointed boards from the Chiefs and Councils. The Education Authority in System B is comprised of seven members, two Council members and five members from the community at large. In choosing its five board members from the community at large, what System B does is submit names to the Chief and Council derived from invited applications from the community, with the selection being based upon the level of committment and expertise that the applicants have. These applicants then are interviewed by the Chief and Council. The tenure of the successful applicants is the same as that of the three year terms of Chief and Council.

In System C, the Education Committee is also comprised of seven members, three Councillors appointed by the Chief and Council, four members from the community at large consisting of two adults, one Elder, and one Youth member. This system, like that in System B, also invites interested individuals from the

membership to apply for terms on the Education Committee. There are however no strict guidelines to be followed or to be adhered to within this set-up, by those that apply. The only stipulation required is to show interest in the educational program. The successful candidates are appointed to three year terms, the same as the Chief and Council. Also, one Council member out of the three Councillors who serve on the Education Committee is appointed by the Chief and Council to be the Chairperson.

The Education Authority in System D on the other hand, operates as an elected board. The board is comprised of seven members, six members from the community at large and one Councillor who is appointed by the Chief and Council. Each of the board members serve two year terms, with three members being elected each year, since the election process occurs on a rotating basis.

System E's Education Authority consists of seven members in total. It has three Councillors and four Parent Advisory Committee member representatives, one each for three surrounding school districts and one member for the local community college. The length for the term of office for the Council members coincides with their respective Council length of term in office, while the PAC representatives have stagggered terms of office, which are determined from the amount of votes received in their respective election processes. Those individuals who receive the most votes serve two year terms and the remainder serve one year terms.

The Education Authority in System F is made up of a nine member Board of Directors. This Board is made up of two Councillors appointed by the Chief and Council, and seven Parent Advisory Group (PAG) representatives consisting of two members each for the two reserve schools, and one member each for the three surrounding school districts. The seven PAG members are all elected, with the representatives from the two reserve schools each serving two year terms,

and the representatives from the three surrounding school districts each serving one year terms. The terms of office on the other hand for the two appointed Council members, coincides with their respective Council terms of office.

Under what type of legal jurisdiction does the Education Authority operate:

There are twelve pieces of legislation (federal or provincial) which appear to apply to the governance of these six educational systems. They are as follows: (1) one of the three Treaties (#6, #7, or # 8) found in Alberta, depending on the system's location; (2) The Constitution Act (1867); (3) The Constitution Act (1982); (4) The Indian Act (1989); (5) Order in Council P.C. 1963-5/382 (March 9, 1963); (6) The Alberta Act (1905); (7) The School Act of Alberta (1988); (8) The Canadian Government Organization Act (1966); (9) The County Act (1980); (10) The Consumer Societies Act of Alberta (19--); (11) The Companies Act of Alberta (19--); and (12) individual Band Education Acts (Tribal By-Laws). It must be pointed out that the application of these different pieces of legislation varies from system to system, due to the governance model each system has chosen. Also, not all of these pieces of legislation are necessarily applicable.

System A is incorporated as a "Society", a registered non-profit organization recognized under provincial statutes. This system basically decided to follow this route as opposed to organizing themselves under Band Council control because this process allows them to administer their education funds directly. Funds from the Dept. of Indian Affairs comes straight to the Education Board, and not through the Band Administration. Part of the reason for this reverts back to the fear within the community, that the funds might be diverted from education to other purposes, if the system had organized under some other structure.

The board's law-making authority essentially is derived first from the Chief and Council, through a mandate in a Band Council Resolution (BCR), and

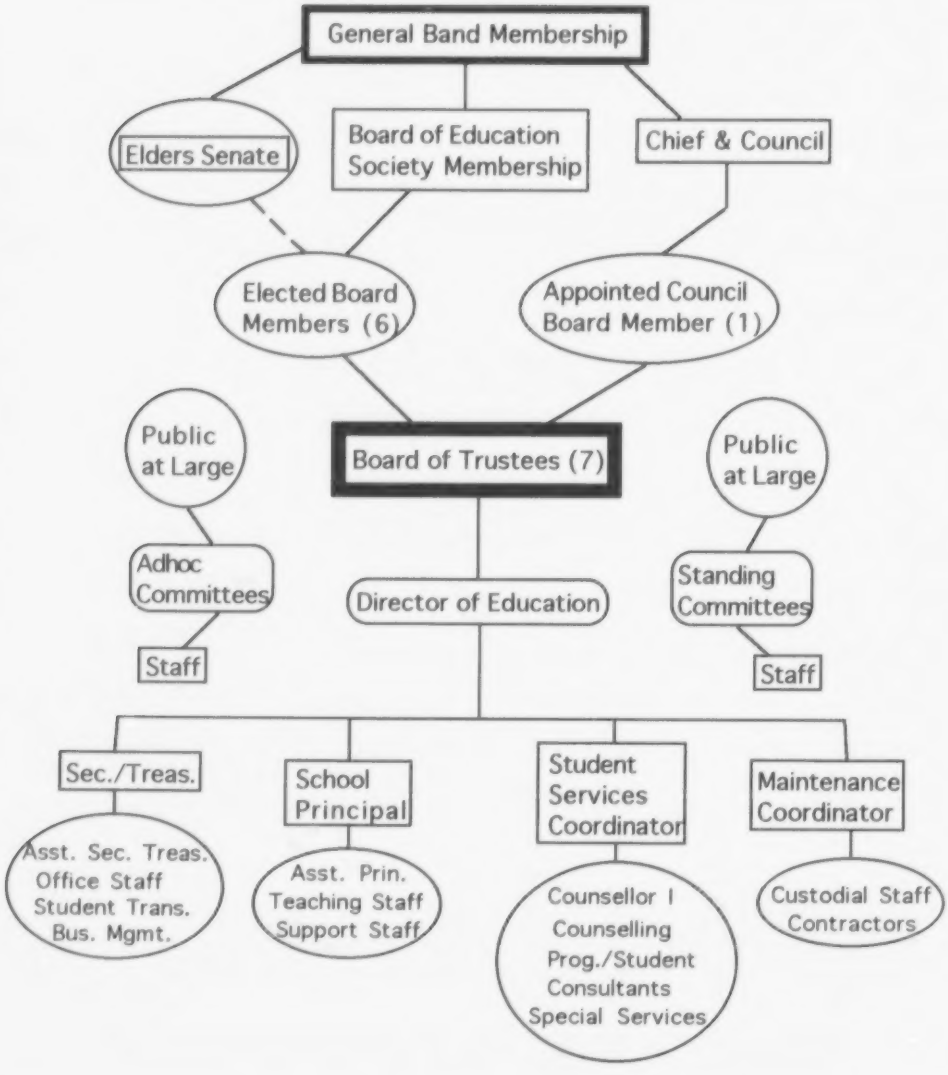
second, through its incorporation as a Society. By having an appointed Council member on the board, the Chief and Council will always be in a position to monitor what the board is doing, and thus be able to advise the board concerning the operations. The Education Director acts as the Chief Executive Officer of the Board and oversees the board's operations.

The board has established six Standing Committees and six Ad hoc Committees. The board operates as a separate entity from all other Band operations and its primary function is to set down policies and make motions regarding education. Every policy that is established, is reviewed once a year and revised when required. The board defines its own membership through the Board of Education Society. Within this process, the community members eighteen years or over, can join the Society by paying a nominal membership fee, and obtain voting rights and be eligible to run for office.

An Elders Senate has also been developed and is used for feedback and input into the board's operations. In effect, the Elders Senate acts in the capacity of advisors to the board. Further, what I found interesting and unique to this system was the virtual non-existence of Parent Advisory Groups or Committees. I am not sure why this is so, I can only speculate that perhaps because it is a small school system, it was probably deemed that these type of groups were not necessary.

To obtain a better perception of how System A is organized, see Figure 2.

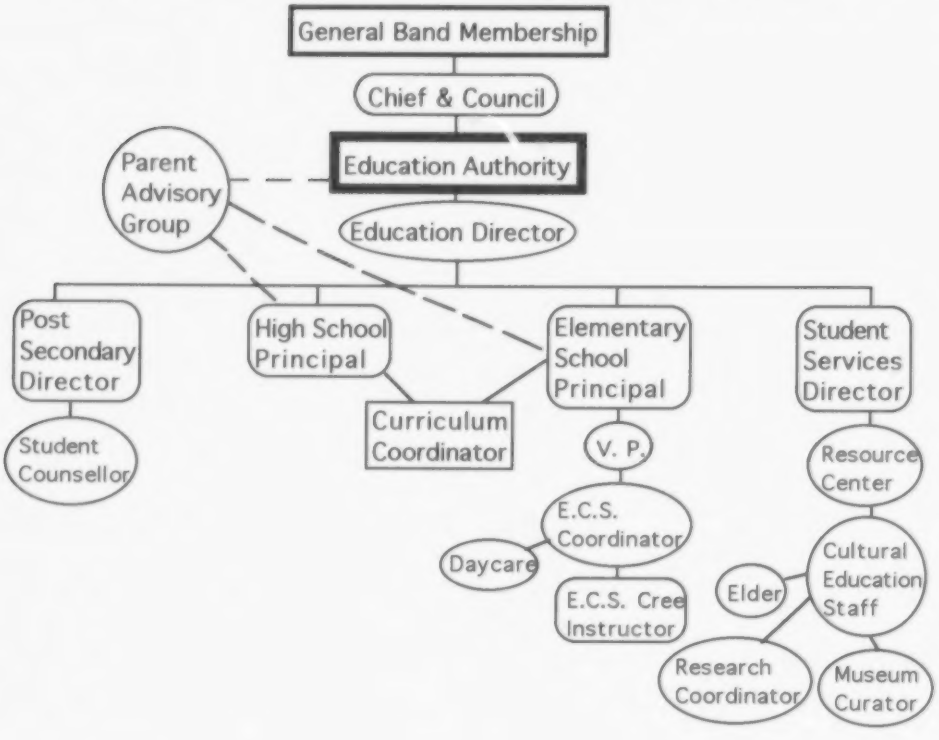
Figure 2. Organizational Structure of System A



For System B, the legal jurisdiction for the Education Authority comes from the Chief and Council. The authority is derived from a mandate in a Band Council Resolution. System B has two Councillors who sit on the Education Authority, appointed to office by the Chief and Council. Even though these Councillors have full voting privileges, their main role and function is that of "Liaison" between the Chief and Council and the Education Authority.

The Education Authority reports to Chief and Council, and works closely with the Education Director, the teachers, the principals, and the Parent Advisory Group of the school, to revise and develop the school program, and also to recommend educational policy, curriculum, and so on. Once they have developed it, they bring it back to Chief and Council for a formal ratification. The same also applies for the education budget. The Education Authority along with the Education Director and the education staff prepare the Band education budget, then make a recommendation to Chief and Council, for final ratification and approval. See Figure 3. for an illustration of how System B is organized.

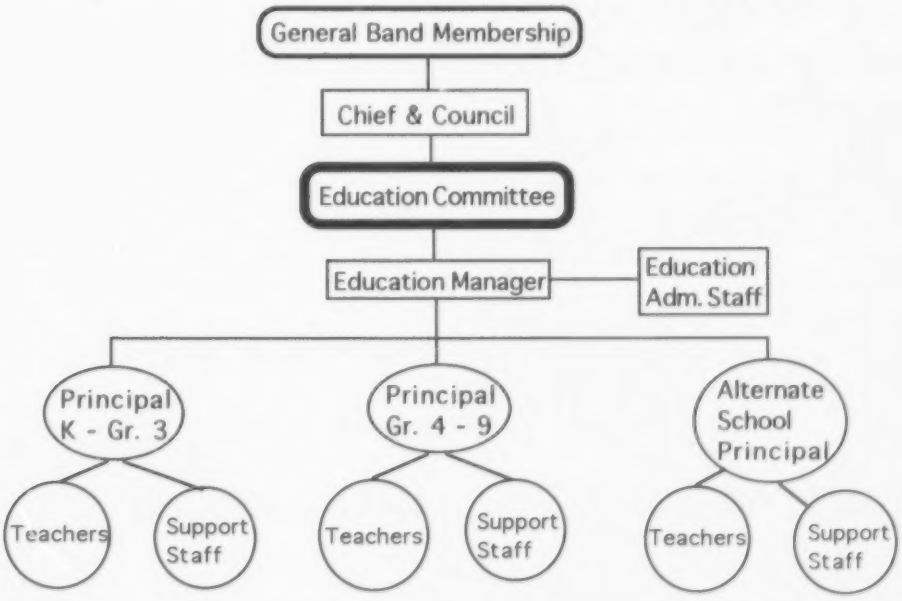
Figure 3. Organizational Structure of System B



Like System B, System C's Education Authority (Education Committee) derives powers from Chief and Council, and received this delegated authority through a Band Council Resolution mandate. There are three Councillors who sit on this Committee, and are appointed to office by Chief and Council. Beside engaging in active participation of all Committee activities, these Council members also have explicit duties to handle all political matters on behalf of the Education Committee.

The Education Manager oversees the Committee's operations and takes directives from Chief and Council through the three appointed Council members. The organizational structure of System C is shown in Figure 4.

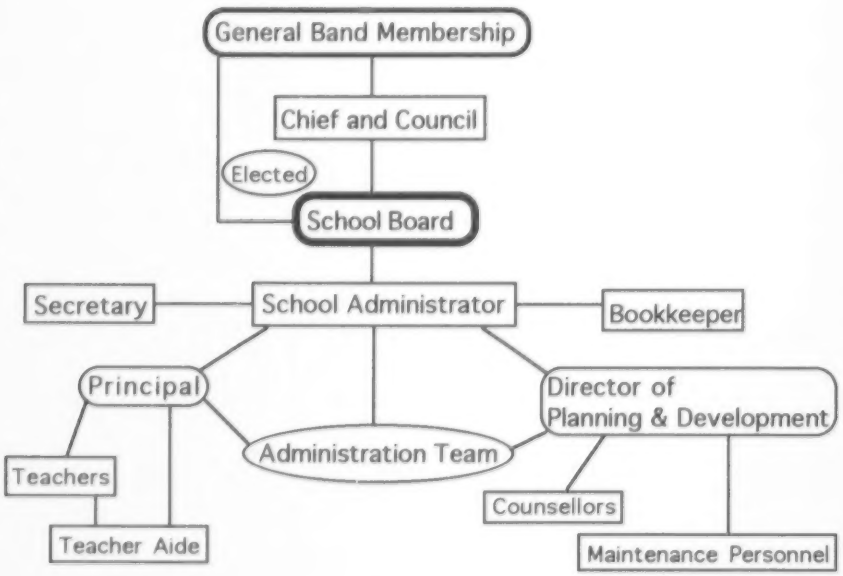
Figure 4. Organizational Structure of System C



In System D, the School Board receives its governing powers first from Chief and Council through a Band Council Resolution mandate, and second, from the General Band Membership, who elect most of the members into office. One Councillor is appointed by Chief and Council to serve as "Chairperson" of the board, while the School Administrator oversees the functions of the board.

The School Board functions and operates much like all of the other Education Authorities of Systems A, B, and C. The only difference that sets System D apart from the rest would be that this system has fewer rules and regulations that govern its educational administration and delivery. For an illustration of how this system is organized see Figure 5.

Figure 5. Organizational Structure of System D

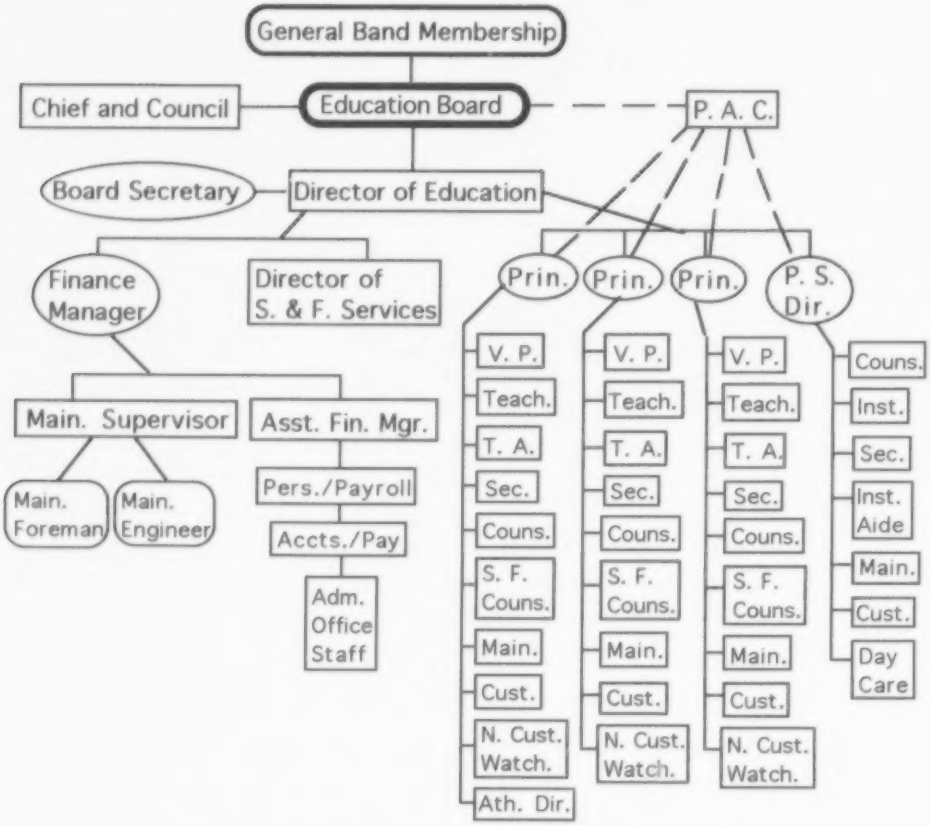


System E like System A is also incorporated as a "Society". However, its method of operations and make-up as an organization varies from that of System A, since it is a much larger school system. Like all of the other Band Controlled School Systems, System E derives its powers and authority from the Chief and Council, and similar to System A, also through its incorporation as a Society.

The Director of Education functions as the Chief Executive Officer of the board and oversees all board operations. Three Councillors are appointed to the board by Chief and Council, and perform duties as the Education Committee of Council. The board has established seven Standing Committees and when specific purposes and needs arise, Ad hoc Committees are also formed. This board like System A also operates independently from all other Band operations.

For both Systems A and E, the benefits of incorporating as Societies makes it easier for them to compete with provincial school boards for grants from the province. It also ensures efficient monitoring of the internal mechanisms of board operations for the system's annual audits, and provides legal security. Figure 6. illustrates the organizational structure of System E.

Figure 6. Organizational Structure of System E

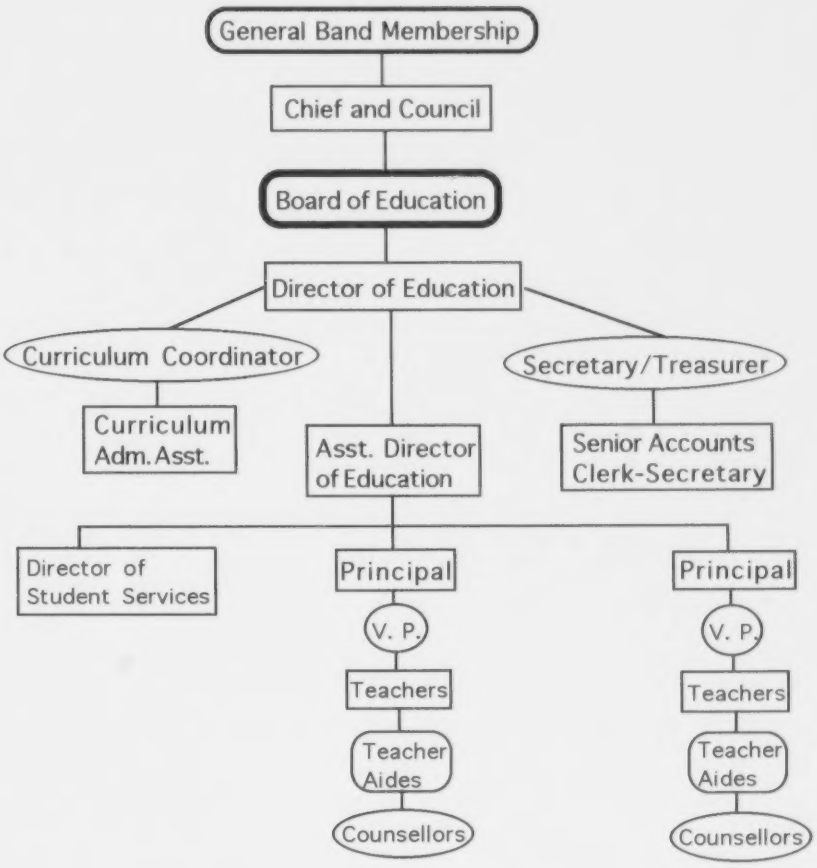


System F's Education Authority is incorporated as a "Company". Within this set-up, all of the twelve Chief and Council members are recognized as both board members and shareholders of the board/company. The board operations are under the control of the Education Director, who serves as the Chief Executive Officer and Ex-Officio member of the board. Both the Education Director and Board Chairperson make monthly reports on behalf of the board, to Chief and Council.

The board is comprised of nine members , two of whom are Councillors (Education Portfolio Holders), who are appointed by Chief and Council. The remaining seven members are PAG representatives, who are elected by their respective groups. The board has established four Standing Committees and one Ad hoc Committee.

The key powers for the board are derived from the Chief and Council. The board's primary function is to develop and/or revise, implement and administer all board and school educational policies. In effect, the board performs a legislative role and delegates the administrative role to the education staff. Another function of the board is to negotiate with all other education authorities in all matters pertaining to education. The organizational structure of System F is depicted in Figure 7.

Figure 7. Organizational Structure of System F



Handling of Fiscal Resources and School Operations:

The third section of Category Two dealt with this topic heading. Two specific questions were asked of each participant. The first question related to how the system handled the management of fiscal resources and school operations in terms of maintaining the school and/or educational facilities. The other question inquired about the procedures used by each system in obtaining other school and /or educational facilities.

Fiscal Resources:

For System A, the handling and management of fiscal resources for maintaining their operations is untypical of other educational systems, be it Band Controlled or otherwise. What they do is perform a "Budget Review Cycle" throughout the course of the fiscal year.

Beginning in January, a mid-fiscal year audit is conducted to review and determine which of their various accounts may be heading for a deficit or surplus. In February, System A usually gets an adjustment of funds (from INAC) based on their enrolment. From there, projections are made as to what the costs will be to the end of the fiscal year, including the projections of a new budget for April. Once the budget comes into place, from April to June, the accounts are set-up and readied for an audit. The audit is usually completed by the middle of June. The next review cycle begins in October/November. The system's expenditures are examined on a monthly basis throughout this process.

The Secretary/Treasurer monitors expenditures and projects whether or not they are within budget. A comparison of expenditures between years is also conducted to ensure consistency in the patterns of expenditure, (eg. to see if they are normal or abnormal). If problems are seen to be occurring, adjustments are usually made during the wintertime.

School Operations:

In terms of maintaining the educational facilities, System A basically has the same type of formula agreement that all other Band Controlled systems have. The participant from System A states:

> We have high standards for our maintenance. We emphasize that! That's part in part of the commitment of our maintenance staff to do a good job, and also to maintain the high expectations and having great control over day to day work. There has been a lot of communication between staff, and anytime someone does not do the job, they know about it right away!

On the other hand, the other systems (Systems B to F), did not disclose much information regarding this matter. However, from the small amount of information I received from these systems, I would have to speculate that they would operate in a similar fashion to that of System A.

The management of resources and school operations in System B are handled on a year to year basis. The Education Authority in collaboration with all educational staff, is expected to come up with an annual program and budget, including the care and maintenance of the facilities.

For System C, the Education Committee decides how the fiscal resources are to be distributed. The Education Committee does all the negotiating (hiring and firing), and sets all the teacher salary rates, besides developing the educational policies.

System D notes that they are no different from any other school system concerning the handling and management of their resources. As for the maintenance of the educational facilities, they have qualified technicians from their maintenance department who look after this.

The same scenario noted for System D also applies to System E. System E however, has a much bigger O & M budget overall, since it has a larger sized school system than System D. System E caters to three separate schools that are located considerable distances from each other.

The situation for System F is somewhat unique. The Public Works Department provides the O & M service for the Education program through a contractual agreement, based on a pre-determined budget allocation that System F receives in this area from INAC. System F like System E, stresses that the procedures used concerning the handling and management of their fiscal resources is like any other school system, there is nothing out of the ordinary that would set them apart.

The procedures for obtaining other school and/or educational facilities for System F follows pretty much the along the same lines as what is used by all of the systems. The Bands must submit a formal application to the Capital Management Branch of INAC, describing the specific needs and requirements for their desired facility/facilities. These applications are then rated in accordance with Departmental Policy in order of priority and of importance: health and safety, overcrowding, curriculum, and transfers.

Essentially, the Capital Construction funding that comes from the Capital Management Branch of INAC is for the planning, designing, construction and maintenance of educational facilities. These include Elementary, Junior and Senior High Schools, teacherages, furniture, equipment and special purpose buildings such as storage sheds or buildings, identified by the Department in a capital plan and amended according to community priorities. Within this process, the Alberta Region sets aside approximately fourteen million dollars for capital costs of new schools, school additions and retrofits, in accordance with the Regional School Prioritization System and School Space Accommodation Standards 1993 (Serediak, S., INAC, Personal Communications, Jan. 17, 1995).

Roles and Relationships Between Education Authority, Chief and Council, Community, and INAC:

In this section four questions were asked of the participants concerning this topic heading. The first question asked about where the authority and powers for decision-making for the School Board (Education Authority) and Education Director came from, while the second question inquired about the kind of relationship the School Board has with the community. The third question asked about the role and relationship that the Chief and Council has with the Education Authority. The final question was concerned with what type of role and relationship that INAC has with the Education Authority. The responses received for these questions are presented and analyzed in the order that were asked.

Authority and Powers for Decision-Making for School Board and Education Director:

For System A, the authority of the School Board comes from the Charter of the Board of Education Society (under provincial law). The Charter allows the Society members to elect people to represent them on a regular basis, on the "Board of Trustees". The Charter provides these Trustees with two types of authority: the authority to make policies and the authority to pass motions.

At the same time, the Society recognizes two principle officers, who are the Director of Education and the Secretary/Treasurer. Both individuals are responsible to the board and accountable to the Society. The primary role of the Director of Education is to ensure that the Board of Trustees follow the rules and regulations and to act within the Charter.

In System B, the School Board gets their authority delegated through a mandate by the Chief and Council, since the Education Authority is appointed and not elected. The Education Director works very closely with the School

Board. The Education Director is hired directly by the Chief and Council and holds one of the senior positions at the Band level.

The same type of scenario is found in System C. The School Board (Education Committee) also receives its delegated authority through a mandate from Chief and Council. The Education Manager works closely with both the Education Committee and the Education Administration Staff in the delivery of the education program. A considerable amount of the decision-making power is given to the Education Committee and the Education Manager. However as in System B, any major decisions or recommendations must be ratified by the Chief and Council.

The situation for System D is different from than that of Systems B, and C, but similar to System A, in that, both School Boards operate as separate entities from Chief and Council, and both have elected board members other than the appointed Council representatives. Within System D, the authority comes from a Chief and Council mandate, while the process of decision-making for both the board and the Education Director, is based on what comes out of the policies. The policies of the board play a significant and instrumental role in how the decisions are made.

System E's School Board, like System A, receives its authority from its Society's Charter along with a mandate from Chief and Council, with the board operating as a separate entity from all other Band operations. Within this process, the Board is empowered as "Policy-Makers" whereby they can develop and/or revise, implement and administer all board and school educational policies, and exclusively negotiate with all other educational authorities in related education matters.

The School Board in System F receives its authority from a Chief and Council mandate and through its incorporation as a Company. The decision-

making process in this system is highly influenced by the Chief and Council, who are its major shareholders.

Relationship of School Board with Community:

In all of the systems, the relationship between the school board and community, in terms of establishing and developing good rapport and communication, the building of trust relations, and mutual respect has been perceived by the participants as being not only positive but good and stimulating in terms of the growth and well-being of their communities. The following are some examples of what the participants had to say in response to this question.

> At the moment I haven't heard of any major concerns or problems with the school board having with the community. A positive working relationship has emerged over a period of time, and that's a difficult thing you know. I don't think that a community should expect all things to fall into place immediately. It takes time to build rapport, but that rapport is extremely important for any local control, in that, it could mean the success or failure of that local control!

> I think the community has a lot of trust in the school board right now, but maybe in some ways, it's become a bit lax, because we don't have too many crises anymore. The community feels that everything's going alright. But, as the program grows, the school board must grow too, to provide leadership at the same time. So certainly, the school board feels that they need to maintain a relationship with the community, and overall, the relationship has been a good one!

> Our school board has a very good relationship with the community. In fact, one noteable feature amongst the Band members is their sense of participation. They feel very welcome. Also the sense of ownership! I think that is the most important attitude amongst the Band members, that sense of ownership. They know that it's their school!

> I would say the relationship has been very positive! A lot of community members will go to the board sometimes before coming to me. I know that's not how the process is set-up, but that's how they choose to do it, because they know the board members. I think because these people are elected and not just appointed, there's been more respect for them, since they are the ones who chose them to be there!

Role and Relationship of Chief and Council to Education Authority:

The role and relationship of Chief and Council to and with the Education Authority or School Board varies from system to system. The reason the relationship varies is due to the make-up of the governance and organization of each respective system.

In System A, the Chief and Council have extra-ordinary control over the board's operations, even though the system is set-up autonomously from other Band operations. A key reason for this is that Chief and Council are the ultimate force of power in the community, since they are the local government. Another reason is that through the Society Charter, they are given the legal authority to be able to seize the accounts of the board, if they feel mismanagement is occurring. However, in practice, Chief and Council has not tended to interfere in the board's operations.

Within the Band Council itself there is an Education Committee, and out of that, the Chief and Council have a designated representative on the board. The purpose of this representative is to advise the board on matters that Chief and Council would like to see happen. At the same time this individual reports back to the Council concerning the board's activities and the education program.

In System B, direct interference by the Chief and Council is unusual. The role of Chief and Council is to provide support to the Education Authority, and leave it alone to deliver the program. The only direct influence they may have is through the two Council members they appoint to sit with the Education Authority. Their primary role, besides behaving as full members of the authority, is to apprise the Council of the board's activities on a weekly basis.

The primary role of the three Council representatives of the system's Education Committee in System C, is to handle all political matters (internal and external) on behalf of Chief and Council. Generally, Chief and Council have

tended not to interference with the Education Committee, since these Council Committee members keep the Council as a whole, abreast of all the Committee's functions.

The same situation tends to occur in System D. The role and relationship of Chief and Council is to provide the board with political support, and do not intervene in its operations, unless situations arise which warrant it, such as the board acting outside the scope and realm of its operations.

In System E, the board is allowed to run itself almost independently. Chief and Council oversee the board operations and play an advisory role through the three individuals they've appointed to serve on the board. These individuals perform duties as the Education Committee of Council, and keep the Council apprised of the board's activities on a monthly basis.

The situation for System F however is an entirely different matter. Within this set-up, since the Chief and Council are major shareholders of the organization, they have a lot more say and control over what goes on within the company operations. They are not relegated to an advisory role as is the case in the other systems, but do indeed influence all decisions made on behalf of the board.

Role and Relationship of INAC to Education Authority:

The role and relationship that INAC has with each individual system is minimal at best, that is, the only function they are regarded as having is that of a funding agency. They are not seen as having any other role or involvement, although as the participant from System B adds:

> They still try to impose some of their policies on us, but we try to derail those as much as possible. For instance, one of the conditions that we apply when we take over a particular program, is that, if we are successful through good management, that we are not penalized for that. Instead we want to have INAC realize this, so they will let us have certain benefits.

Financial Structure:

In the third category, five questions pertaining to this topic heading were asked of each participant. The first question that was asked concerned how the funding was structured and managed within the system. The second question inquired about which of the two types of formula funding, Alternate Funding Arrangement (AFA) or the Contribution Agreement (CA), were used by the system, while the third question asked about which specific programs were covered under this financial structure. The fourth question concerned itself with whether the funding that was received was adequate, and if it wasn't, which programs suffered. The final question asked whether each system received any educational funding from the province and/or from other sources. The information gathered from the participants is presented in a general overview form, with specific examples from some of the systems being provided whenever and wherever applicable.

The education funding provided from INAC is derived from two categories: (1) Band Support/Capital Management Branch; and (2) Education Branch. The Band Support/Capital Management Branch segment provides funding in four areas: (1) Band Support; (2) Indian Pension Plan; (3) Capital Construction; and (4) Operation and Maintenance of Community Facilities. The Education Branch provides funding, advice and assistance for eligible Band governments to maintain a variety of education programs and services within the Band Controlled Schools. There are nine areas in this segment, for which resources are made available: (1) Comprehensive Instructional Contribution ($5,035 per full time student); Lo-Cost Special Education ($180 per full time student); (3) School Board/Committee Allocation (formula based, included in basic Band Contribution Unit); (4) Northern School Factor (schools north of Ft. MacMurray - $200 per full time student); (5) Small School Factor ($900 per full time student - specific

school); (6) Minor Capital Needs (playground equipment, school furniture, etc.); (7) Hi-Cost Special Education (unallocated funds - applied for on an individual child basis for physical/mental handicaps); (8) Language/Curriculum Projects (included in basic Band Contribution Unit); and (9) Guidance and Counselling (Green, C., INAC, Personal Communications, Jan. 17, 1995).

The structure of how funding is handled varies slightly from system to system, but generally speaking the set-up allows for the funds to be administered separately from all other Band programs. For instance, in all but System C, the funds received from INAC are channelled directly to the Education Authorities, which are then dispersed from their respective finance departments. In System C the funds go under the umbrella of the Band administration, and as requests are made, the funds are transferred and filter down to the Education Department, and dispensed from there.

In the other systems, System A is unique in the way that finances are managed. However, System A has indicated that they are making plans to move into a different management structure. At present, their funding is designed as such that the funds are designated into what they call "Votes or Sub-Budgets", whereby the overall education budget is divided into separate units for each of the various programs.

Basically what happens within this fiscal set-up, is that the board and the Director of Education meet with the Chief and Council prior to the start of the new fiscal year, to determine how much money should go into each of the votes. Once an agreement is reached, then the system has the authority to spend within these votes. One thing they cannot do though, is transfer money between votes without Chief and Council approval, so they must ensure that enough money is allotted to cover all the salaries for the year. The board also establishes different accounts under each vote (known as "sub-votes"). The rationale for this is so

that the system can manage the funds in a more effective and efficient manner, thus making the evaluation of how the funds are expended a lot easier and less complicated.

The type of formula funding used by each of the systems goes hand in hand with how their finances are dispensed. For example, even though both Systems A and E are incorporated as Societies, each has a different funding scheme. System A uses the Flexible Transfer Payment (FTP) which is a form of a Contribution Agreement (CA). This is negotiated on a yearly basis. On the other hand, System E uses the Alternate Funding Arrangement (AFA) which is block funding that is locked into a five year arrangement and is re-negotiated every five years. Within this particular funding arrangement, the money comes every year and the same base amount that is received for that year, is spread equally over all of the five years. The difference between the AFA and the CA is that the AFA is more flexible in terms of being able to shuffle the money around from one account to another, without worrying about having to spend it within a fixed allocation as it is in the CA.

As for the other four systems, what has worked for System B is the Master Contribution Agreement (MCA), which is another form of CA. System C uses the standard form of CA, while Systems D and F both use the AFA. So what I've found is that there is a split between the systems concerning which funding formula they utilize.

All systems have indicated that the programs and services like the In-School, Post Secondary, O & M, and Student Transportation are covered within their respective financial structures. The funding that the systems receive for the education programs overall, is perceived to be reasonable, except in two primary areas, namely those of Special Education and Curriculum Development. The participants feel that the level of funding that is allocated, especially for Special

Education, is lower than that for students attending the provincial schools. They have found quite a few disparities in this area and surmise that a "double standard" for funding exists. An example of this (provided by System B), is that an outside agency will submit a bill for Special Needs Education and INAC will not question these invoices, whereas in the case of Band Controlled schools, detailed information must be provided outlining why a particular student requires Special Education.

When the participants were asked if any other source of funding was received, for example from the province, only two of the systems expressed this to be so. System A stated that additional funds were obtained from time to time through Grants from the Province, to offset their Language/Curriculum program costs. However, in the case for System B, a financial arrangement was made with a neighboring provincial education authority, in that the funds received were not directly from the Province, but came from this education authority to System B. This money was payment for work that System B did in the development of their Native language program, and involved the system's language being taught within this particular school district.

Future Implications of Band Control

The last category of the interview schedule consisted of a total of fourteen questions that were asked of each participant. The first three questions that were asked dealt with the specific aims, goals, and/or objectives that each system had prior to Band Control, and what benefits they hoped to achieve and did achieve, after Band Control was assumed. The next five questions focussed on the Band Control process itself. They dealt with the direction in which the systems saw the Band Control process heading, the immmediate and visible benefits they obtained from it, the impact it had on their community, whether the process

overall had been a negative or positive one, and what were some of the positive and negative features they came across. Following these, two questions were asked concerning the approaches each system used. That is, if given a chance to go Band Control over again, would they use the same approach or would they make any changes or modifications regarding their approach to how their Education Authority is organized. The final two questions asked whether other bands who have yet to take Band Control should do so, and if they were approached by them for assistance, would they help them.

The specific purpose behind these questions was to find out what kinds of implications, in terms of experiences, effects and impact each Band Control process had on and for the community. A general overview from the responses received is presented in this segment.

For all of the systems, the specific aims, goals, or objectives that they had prior to Band Control centered around the expectation that they could do no worse than the federal government has done. Secondly, their individual efforts were focussed primarily on the education problems being encountered at the local and provincial levels. At the local level, it became increasingly clear that some form of comprehensive programming needed to be developed and implemented, that would meet the needs of their students, not only through the In-School and Post Secondary segments, but in all areas of education. On the provincial scale, it was felt that the needs and interests of their students could be better met and coordinated through the re-negotiation of their respective tuition agreements with surrounding school districts, and by creating and stimulating a more positive working relationship with them.

Once the systems decided to take Band Control, the benefits they hoped to achieve were numerous. However, the most sigificant yet primary benefit and specific purpose overall that they hoped to accomplish, was to raise the standard

of life and well-being in their individual communities, using education as the means of doing so. Educationally, by meeting the needs of their students, their aim was to improve the success rates, whereby more students could go beyond the high school into higher levels of education, be it in Post Secondary or in the Technical Trades. From a cultural standpoint, to foster and instill increased awareness of their cultural identities, so that the students, as individuals could be proud of who they were, and as people, the community would also be proud of where they came from. And finally for the promotion of community self-sufficiency and preparation for eventual self-government, by continually evaluating what the community needs are and encouraging the students into developing positive career plans that would assist them in this area of self-determination. The overall objective for this was that more qualified people would be available in all Band programs and not just in education, which would help ideally in creating more employment opportunities for the community members in the long run.

In response to the question of whether they had reached most if not all of their goals and objectives, there was a general consensus among the systems that at no time did they feel they've reached all their objectives or that they had all the answers. They stated that was because once certain goals and objectives were reached, new ones always seemed to emerge. Therefore, it became essential that in order to keep pace with these new challenges, the organization(s) had to learn to adapt and grow.

However, the systems generally feel that they have come to a point where they feel comfortable enough about entering another stage, (as noted by the participant from System A), where they could do the fine tuning that will make the difference in getting the kids over the "hump". The one positive aspect to which the systems attribute their respective measures of success is the autonomy.

Autonomy, in the sense that the whole Band Control process does not include the direct involvement of INAC, but instead they have the exclusive authority and flexibility within their Bands, to determine and priorize, what kind of programming will be developed and implemented in their local schools, along with the choice of hiring the personnel they want and need.

In a nut shell, Band Control is seen by all of the systems as the training ground for eventual self-government. The process provides for the establishment of community infrastructure, the hiring of professional people, and the promotion of leadership qualities which develops the community's ability to manage its own affairs. As pointed out by the participant from System A, the majority of people feel the Band Control process is going to lead them to the revitalization of their community's traditional values. What the people are seeing in the Band Control program is "hope" due to its potential for providing employment, now and in the future.

It is felt that the Band Control process plays an important role within their communities. It has had a major impact, in that it has not been the sole generator, but a co-generator of their community's economic growth and development. It has also had a tremendous effect in the people's confidence in themselves, whereby the belief has emerged that they are capable of and have the ability to do things for themselves. This alone has helped in building up the overall community confidence level, because more and more parents are becoming involved with what the educational systems are trying to do for their children. The individuals in political leadership positions have begun to give more support to their educational systems. The end result has been that better rapport and relationships between all those involved has been developed.

The Band Control process was viewed overall as being a very positive experience by all of the systems involved. Some negative set-backs did occur,

but for the most part remained minor, for according to the participants, the positive features far outweighed the negative ones. There were many immediate and visible benefits derived from the Band Control process. There are a greater number of students returning to school (local and provincial schools) than previously. These students have also opted to stay in school longer, which of course means there will be a reduction in the drop-out rates. At the same time, more and more adults are following in their children's footsteps. They too, are returning to school and choosing to pursue education-related careers and/or other areas that will assist their Bands in reaching the aims of self-suffiency for self-government.

The responses received regarding whether each of the Bands would use the same approach if given the opportunity to move to local control all over again were unanimous. All of the systems indicated that what worked for them the first time regarding their approaches should for the most part remain unchanged. If any changes were to be made, they would be minor and would not drastically affect the overall approach or process. The following four comments are reflective of this:

> I don't think so because we were able to move ahead knowing that our decisions were in the best interests of our students.

> Our success is directly related to working very closely with the community. If we were to make any changes, it would be to work within our own community instead of going outside for assistance because we found that in the beginning we tried to listen too much to what others had to say, and in the end, what they had to say was foreign and did not apply to our situation anyway.

> The process has proven itself to be a workable process. I think the one change we would make would be to allow for more time in the negotiations. The negotiation process should actually start two years maximum before the actual takeover, whereas in our process, we only had something like six months.

> I believe we'd go the same way. I honestly believe we needed a model. I honestly believe we needed administrative training, we needed board training, and we needed policies developed, before we could go taking over a program.

However, the same could not necessarily be said concerning whether the Bands would re-organize their Education Authorities in another way, and what type of changes would be made if they were to go Band Control again. For example, System B has already made some changes concerning how their Education Authority is organized. They have replaced their method of electing their Education Authority to having the members obtain office now by Chief and Council appointment only. The major reason for this is because the members of the previous Education Authorities were seen to have developed attitudes whereby they essentially thought that since they were elected into office, they had achieved the same level of authority and power as the Chief and Council. As a result, a certain degree of conflict and tension developed between the groups, thus making their relationship rather unhealthy and unstable.

On the other hand, even though System A is currently making improvements to re-organize their internal management structure, they note that they would have a difficult time establishing an autonomous school board, if they were setting up Band Control right now. They think that their Chief and Council would like to be able to have more say and leverage regarding the handling of the board's cash-flow (possibly to increase their own), since the board has amassed a substantial cash-flow over time through sound financial management. The remainder of the systems (Systems C, D, E, & F), feel that their Education Authorities are fine the way they are. Although of course, it is also felt that any changes or improvements that may be made would not involve any extensive overhauling of their structures.

The final two questions that were asked of the participants brought a diversity of responses. Three of the systems were of the opinion that all First Nations should have taken over their educational programs a long time ago, because they see local control as being the only vehicle that can address most problems that First Nations students encounter. One of the systems felt that First Nations should have control of their own educational programs, but questioned their motives for seeking control. This participant suggested that sometimes Bands assume local control for the wrong reasons, and as such will often put their own interests ahead of their children's. Another one of the participants shares this sentiment. This participant felt that local control was definitely the right way to go, but the Bands must proceed with caution, adding that the Bands can't just jump into it. There's a lot to be learned and a lot that must be done prior to take over. It should not become a process of being able to hire and fire, and being able to have control over the dollars. There is more to it than that. A lot of preparation must take place, and above all else, doing what's right for the children must remain their number one priority. The last participant actually chuckled when I asked this question and indicated that in his opinion the likelihood of the recommendations of the 1969 White Paper being realized was non-existent, unless First Nations do not at least explore the possibility and feasibility of local control.

As far as being able to offer advice and/or assistance to other Bands aspiring to achieve local control, all of the systems indicated that they have an open door policy in regards to this and would be more than willing to share any information that may be beneficial for the communities. In fact, four out of the six systems have some form of policy guideline in place specifically intended for this purpose. All have indicated that they would be willing to enter into dialogue with the would-be local control community, hold informational community workshops, invite them

into their own community and walk them through the process, or even apprise them of negotiation techniques and strategies they could utilize when their negotiations began.

Emergent Themes from Study

A lot of interesting points overall were raised by the Bands involved in the study. However, only four topics of discussion emerged from the study that I could consider classifying as themes. They are: (1) Tuition Agreements: Reasons For Wanting Control; (2) Tuition Agreements: Concerns That Need To Be Addressed; (3) Parental Responsibilities and Involvement; and (4) Tenure of Board Members.

Tuition Agreements:

Reasons For Wanting Control

Within the last five years or so, the importance and significance of "Tuition Agreements" that were negotiated with provincial school boards by INAC on behalf of First Nations, have become a very integral part of local control. As mentioned previously in the literature review and in the background of the local control process segment of the study findings, there is a growing dissatisfaction by the Bands with their long standing role(s) in being just "formal signatories" to the various tuition agreements, and also with how these agreements don't leave any measure(s) of accountability by the provincial school boards to the First Nations communities. The First Nations adamantly feel that this practise is no longer practical nor acceptable.

First Nations want to take control over their respective tuition agreements from INAC for three basic reasons. First, they believe that they have been cheated out of receiving the maximum benefits for the amount of money that was being spent or being paid out in these agreements to the provincial school

boards. Second, what they want is to be able to participate directly within the process, to have the input (which was never there previous) and to re-negotiate these same tuition agreements with provincial school districts, so they and only they, not INAC, will be able to determine the type of educational services they expect the provincial schools to be providing for their students. By having direct participation and input into the process, the Bands feel that certain clauses or provisions must be included within the tuition agreements which will provide for clear and concise direction as to how the problems and concerns they have could be dealt with as a cooperative partnership venture with the school boards

Third, the Bands would like to have direct representation on the provincial school boards, and that this representation should symbolize more than a token gesture by the school boards to acknowledge them as partners. The First Nations want and desire to be given the same powers and privileges as those accorded to the provincial school board members. The issue of how their representation could be established and the degree to which this representation is determined could be negotiated. However, a good starting point would be to have this representation correspond accordingly to the proportionate number or percentage of the First Nations student population within the school system.

Tuition Agreements:

Concerns That Need To Be Addressed

There a number of concerns which the First Nations feel must be addressed within the tuition agreements. Perhaps the biggest concern on the list has to do with the "drop-out situation/nominal roll count system" format, and basically the matter of keeping the First Nations students in the schools. It is felt that once the parents and the students select and commit to a particular provincial school of learning that the students are going to attend, then the authority of that institution

must make every effort to retain those students in their school(s). This is an area where change is definitely needed, because it is common knowledge that in the past a ploy by the institution(s) has been that they will retain the First Nations student just long enough past the head count (nominal roll) to receive funding for the whole year. As a result of this situation, what has been happening in the past, including the present, is that the First Nations students if they hadn't dropped out of school completely, most often ended up returning to the reserve schools. The major problem being encountered here is that the reserve schools are expected to take on the burden of providing the educational services to these students at no extra cost. In other words, when a student leaves a provincial school, the money paid for tuition on their behalf stays with the provincial school when the student drops outs.

Why the provincial schools have done this and have gotten away with it for so long is probably due to either a lack of a provision or clause within the tuition agreement concerning this, and/or that the provision or clause is not clearly spelled out. It can also be said that the school boards knowingly took advantage of this situation, since after all, they (the school boards) were aware that they were not accountable to the First Nations communities in the first place, because it was not specified in previous agreements that they had to do so. The First Nations now feel that the money (whatever percentage is left) should follow the student when they drop-out and/or transfer, instead of staying within the school system the student was registered at. The argument is, "why should our student's money be used to ease the provincial tax-payers burden, when our own schools are suffering as a result of this?"

Another interesting point that was raised by the systems involved in the study has to do with why a lot of First Nations students ended up returning to the reserve schools, especially during the period when assimilation was the norm.

Most of these students were labelled as being "problem students" in the provincial schools they attended, and the provincial schools rather than trying to address their problems would simply either ask them to return to their former schools and/or find ways to rid themselves of these students, which is why many of these students would return back to the reserves. It is no secret that the reserve schools came to be regarded or viewed as "Dumping Grounds" of the provincial schools. The general attitude prevalent at that time was "let the reserve schools deal with them (the problem students)". This I know is a harsh generalization and accusation to make of the provincial schools, but it was once a reality.

The second concern expressed by the Bands that goes hand in hand with the previously mentioned, is the fact that in the past, a significant number of First Nations students were placed in some form of Special Education classes or programs. The Bands found out that part of the reason for why these students were put into the Special Education programs may have been because of funding incentives and not necessarily because they required these services. That is, there was a definite incentive to the provincial schools because they discovered that they would receive extra funding from INAC for providing these services. What also made this so attractive for the provincial schools was the lack of expertise on INAC's part to question these practices.

Another concern that was brought up dealt with the situation where the Bands became aware that their high school students instead of being encouraged to pursue Academic education, were being steered towards the General Diploma route. They also found that there was little or no parental involvement in assisting the students in their course selections, and no form of career planning and counselling offered to the students before and during registration and/or pre-registration times. The end result from this was that when

the students did graduate, most did not have the qualifications in terms of education requirements, to proceed and/or advance into higher levels of education.

Parental Responsibilities and Involvement

A critical area of concern that emerged from the study has to do with the issue of parental responsibilities and involvement. The systems noticed that initially problems were encountered when parents were asked to get more involved and to start taking more responsibility for their children's education. It has to be understood by all parties involved what parental involvement and responsibilty means. It appeared though, that for most this was an insurmountable task because the parents really didn't have an idea about where and how to begin.

Some of the systems equate the role of parenting as like being suspended in a state of limbo and almost becoming a "lost art". The systems also feel that this can be attributed to some degree to growing up in an environment where the parents themselves as children (students) were taken away from their homes for a period of ten months or more at a time to attend residential schools. As a result of this, the majority of parents that have experienced this have also suffered from the institutionaliztion of their family's responsibilities, in that, by being away from their parents, they did not benefit from the training they would have received otherwise, had they been at home the same time while going to school. It is assumed that this part explains why parents were reluctant to take an active interest in their own children's education.

Another reason also may be that because the parents themselves only obtained a minimal education, so they don't know or perhaps even realize how far their children can go with their education, since they never saw that

themselves. It is as though they go through a withdrawal of some kind where they feel they are not as smart as their kids. It becomes very difficult for them especially for those parents who had a negative school experience, to accept the fact that they are just as capable and on equal footing with their children. This an attitude that must change if communities want their members to have self-confidence. I guess a goal of the community should be the affirmation of the parents, to let them know that regardless of how much schooling they've had, they are just as capable to contribute to their children's education, when they learn the skills necessary to be successful.

Tenure of Board Members

A key issue that is of concern with the systems is the stability of the board in terms of the tenures of office they serve. Currently the tenures served by the board members within each of the systems are structured to fall in line with those served by the Chief and Council. It is now felt that perhaps for continuity's sake and for consistency at the board level, that it would be better if the board members stayed in office for longer periods of time than what they do now within their present formats.

By doing it this way, there would be less number of turn-overs by the board members at the end of the tenures of office. This would enable the board members to prove themselves worthy of going on to be long term members. Also, they would be in a position to be better identifiable and easily accessible to the community, when community members needs to contact them. In other words, the community will know who their board members are. The bottom line though is that it is essential and vital to have both consistency and stability in the long run, to ensure that a positive working relationship is maintained with the Chief and Council and with the community.

Another issue of concern for the systems is the image of the way the community views the board in terms of the board's roles and responsibilities. In some of the systems in particular, there appears to be a misconception and misunderstanding of the level of authority that an individual board member actually has. Most community members have thought and/or equated the board members as having the same level of authority as the Chief and Council, and/or in some cases even where the board members themselves thought the same, when it just isn't so.

What has been happening is that most often community members will voice their concerns to an individual board member, which is indeed the right thing to do. However, what the community members fail to understand is that the board member cannot and should not try to act and address any concern on their own because it is not how the process works. The protocol asks that the board member bring this before the rest of board (eg. through a board meeting). Legally, a board member has no authority to act on their own, unless the board come together as a group as in a meeting, and that there also must be a quorum before any of the decisions made can be deemed to be valid.

In order for the systems to remediate situations like this, the board(s) must educate each other of their roles and responsibilities, including the limits and levels of authority and the liabilities they have, by way of workshops, so as not to step out of bounds. Also, collectively as a group, the board(s) must educate the community membership at large of the same, so that the community will become fully aware as to what their respective positions entail. This would ensure that proper etiquette and procedural channels of conduct are being followed and adhered to by all concerned.

Summary of Chapter

The overall presentation of the study findings in Chapter IV were in narrative form. Tables and figures were used where appropriate. The analysis of the data collected followed the four category topic headings found in the interview schedule. The interview schedule was comprised of a total of forty two questions. These four topic categories were: (1) Background and Preparation of the Band Control Process (consisting of fourteen questions); (2) Governance and Organizational Structure (consisting of eleven questions); (3) Financial Structure (consisting of five questions); and (4) Future Implications of Band Control (consisting of twelve questions). The analysis for two of these four topic headings were further sub-divided into smaller relevant sections.

The first category - Background and Preparation of the Band Control Process was sub-divided into the following: (1) Background of Band Control Process (consisting of two questions); (2) Preparation Procedures and Approaches for Band Control (consisting of five questions); (3) Community Support and Expectations (consisting of three questions); and (4) Education Programming (consisting of four questions).

The second category - Governance and Organizational Structure was sub-divided as follows: (1) Issue of Treaty Rights and Education (consisting of two questions); (2) Governance of Education Authorities (Board Authority and Operations) (consisting of three questions); (3) Handling of Resources and School Operations (consisting of two questions); and (4) Roles and Relationships between Education Authority, Chief and Council, Community, and INAC (consisting of four questions).

The third category - Financial Structure, and Future Implications of Band Control - the final category, were presented in general overview forms.

The analysis of the data concluded with a discussion of four themes which emerged from the data. They were: (1) Tuition Agreements: Reasons For Wanting Control (three basic reasons were identified); (2) Tuition Agreements: Concerns That Need To Be Addressed (main concerns identified were the nominal roll count process/system and the issue of an existence of a double standard for Special Education funding); (3) Parental Responsibilities and Involvement (role of parenting perceived as being a lost art); and (4) Tenure of Board Members (stability and consistency the question).

Chapter V

Summary, Reflections, Implications, Recommendations and Conclusion

Summary of Study

Purpose:

There were primarily three reasons why a study of this nature was undertaken. First, from all of the previous studies, few studies had concentrated specifically on the processes used to achieve Band Control. Most studies had focussed on only a certain aspect and/or only examined one system within their study, which is why I decided to conduct a study of this type.

The second reason was by identifying and highlighting the components that comprise the local control process leading to the establishment and organization of the new Indian School System, I wanted to present to all educators, a new perspective and a better understanding of the different types of management frameworks that are involved in Band Controlled School Systems. Since not much is really known in this area by provincial school authorities, educators, or the common folk. I'm sure there are individuals out there naive enough to believe that only one form of management framework exists within the Indian communities. Well, this is not so, therefore, it has to be made known to the general public, that the management and operations of each individual Band Controlled School System can be as diverse as the First Nations groups are to each other within the country.

Thirdly, the intent and hope from the data gathered would be that the information could be utilized to act as either a guide, a manual, or a source of reference per se, by those First Nations who have yet to assume control over their own educational destinies, and/or by the resource personnel directly

involved on their behalf within these capacities of the Band Control process. I therefore plan on making arrangements so that copies of this thesis will be made available for all interested First Nations groups.

Methodology:

The data gathered for this study was acquired through the use of an interview schedule. The interview schedule consisted of an arrangement of forty two specific research questions listed under four main topic category headings.

Initially, the intent of the study was to analyse ten Band Controlled School Systems, but because the study was delimited to using a volunteer purposive sample method of data collection from either the Chairpersons, Education Directors or Assistant Education Directors of participating Band Controlled School Systems, I was limited to work with only six interested systems. The systems that did participate in making this study possible however, provided a lot of key information towards answering my study problem statement, which was as follows: How should Band Controlled School Systems be organized to achieve viable local autonomy and be effective and successful in the delivery of their educational programs?

Study Findings:

The data gathered from the study, was analyzed in accordance to the actual form of how the interview schedule was arranged, while the discussion of the study findings was presented in a narrative descriptive form.

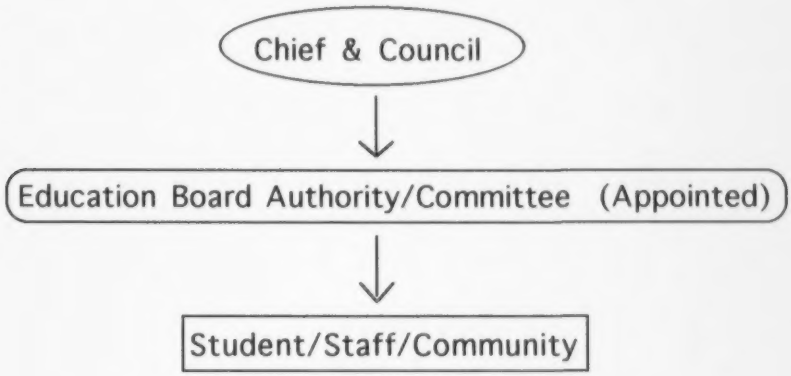
Other Study Findings:

It is clear from the study, that three different types of management frameworks (in terms of organizational make-up and structure) were utilized by the six Band Controlled Systems. How these systems operate and function was

already discussed previously in Chapter IV, under the topic heading - "Governance and Organization".

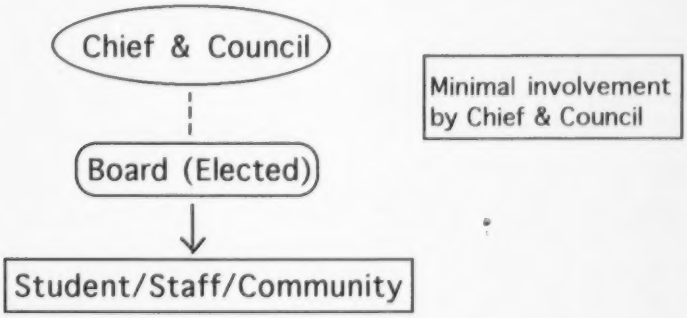
The first type of management framework is depicted in Figure 8. The systems that employ this type of management framework are Systems B and C.

Figure 8. Management Framework Structure # 1



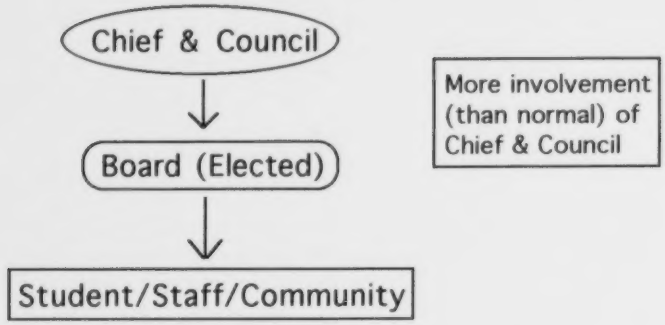
The second type of management framework is depicted in Figure 9. The systems sharing this organizational arrangement are Systems A, D. and E.

Figure 9. Management Framework Structure # 2



The third type of management framework found among the systems is depicted in Figure 10. System F is the only system that uses this type of arrangement.

Figure 10. Management Framework Structure # 3



Reflections

Conducting this study was an exhausting experience, much like how it was when I first became actively involved within a Band Control process. Interest in the Band Control process for me personally, began in the spring of 1988. This was when I engaged in conducting the background research work concerning the feasibility of whether or not the Band that I belong to, should assume control over the educational program.

Presently, my Band's School System has entered into its fourth year of operations under local control. Like all other systems including those involved in this study, it has experienced some measures of success and failure. I feel that the would-be Band Control systems would benefit greatly by incorporating some of the characteristics and components that I've assembled together, (in answer to my problem statement research question), as to what I believe constitute a successful Band Controlled School System.

Characteristics of a Successful Band Controlled School System:

Based on my study findings, there are five noteable characteristics which I feel set the distinction of what makes a Band Control School System successful.

These take into account how well the system prepares itself prior to assuming responsibility for the maintenance and operation of its own educational program.

In other words, has the system: (1) focused on developing and creating an awareness and understanding among its membership concerning what the concept of Band Control is all about; (2) involved all interested community parties (eg. - parents, teachers, students, Band Council, Elders, and so on) into the process; (3) established the support required for the takeover (eg. - referendum and/or petition); (4) ensured that their Treaty Right to education is and would be protected, acknowledged and respected by the government; and (5) adequately planned for a successful transfer of education programs.

In my opinion, a successful Band Control School System is defined by the amount of community involvement there is in the school(s), and is truly achieved only when the development of the school(s) also becomes the development of the community. Without adequate planning, preparation and community support, the process for change within an educational system will be extremely slow, tedious and more apt to encounter failure rather than success.

Components of a Successful Band Controlled School System:

As shown through the analysis of the different forms of governance and organizational structures among the systems of this study, I have come to a conclusion that there is no definitive answer as to which would be the best or most appropriate method or form concerning how a system should be organized so that it achieves viable autonomy, in oder to be effective and successful in its delivery of educational services. However, I feel that the following components should be incorporated into the system, so that the system has a good foundation or starting point from which to grow and develop.

1. Issue of Protection of Treaty Rights

Securing a "letter of guarantee" from the Minister of Indian Affairs is a good idea. A number of Bands had done this initially when they began negotiation processes with INAC. These Bands have noted that in doing this, they not only helped ease the worries that their Band memberships had concerning the thought of jeopardizing and losing their treaty rights, but set the issue straight. That is, what these letters of guarantee contained was an assurance which spelled out that the process of the Band(s) assumption of local control did not adversely affect nor have any negative impact upon their Treaty Rights, therefore their Treaty Rights would remain as is.

2. Issue of BCR's (Option Clause)

Within the BCR which states the intent of a Band to assume local control, an "Option Clause" should also be included. The purpose for the insertion of this clause is mainly as a safeguard, for the intent of opting out of the agreement with INAC. That is, if at any time after the assumption of local control, the Band is experiencing considerable amounts of problems and is unable to deliver an effective and efficient educational program, than it has the option of reverting control back to Indian Affairs.

3. Governance and Organization

The Education Authority should be established as a separate and autonomous entity from both Chief and Council and all other Band operations and services. There are two options that will suffice for meeting this objective. The first is to organize the Education Authority as a "Society". The second is to organize it as a "Comprehensive Band Education Authority", responsible for meeting all of the Band's educational requirements.

By organizing as a Society, the incorporation will automatically provide and have a mechanism in place through which a form of operational Bylaws already exist that will act as the guiding principles for the roles and responsibilities of both its board members (trustees) and administration team. On the other hand, as a Comprehensive Education Authority, the Band could develop a Band Education Bylaw which would have similar workings as that of a Society Bylaw. For this too would act and function as the guiding principles for the systems's operations.

Either one of these options would enable the systems to pursue the promotion of effective leadership, because these options certainly would minimize the effects of political interference from the Chief and Council. It would also regulate the amount and level of involvement that the Chief and Council could have concerning their interests in terms of their participation and representation on the board. That is, the Chief and Council's representation on the board could be limited anywhere from one to three members to sit on the board. These representatives would serve as either the Education Committee for Chief and Council and/or be designated as the Education Portfolio Holders, by the Chief and Council themselves, when appointments to the board are made.

4. Funding (Financial) Arrangements

Regardless of whether the Education Authority is established as a Comprehensive Education Authority or as a Society, and/or whether the Band decides to utilize the Contribution Agreement (CA) or the Alternate Funding Arrangement (AFA), the mechanism for funding dispersal should be organized as such so that the process of the flow-through of funds coming from INAC will go directly to the Education Authority instead of being channelled through the auspices of the Band Administration. This simple procedure will eliminate the

risk of having the funds being diverted for other purposes other than intended, by either the Band Administration or Chief and Council.

Implications of Study

This study has implications for parents, Band Controlled School Systems, Provincial School Boards/Districts, INAC, educators, and researchers interested in Native Education and the Concept of Band Control and/or Indian Control of Indian Education (local control).

Parents

Parents need to put aside and lay to rest any apathy that they may have concerning previous bad school experiences. It is incumbent that they begin taking more of an active interest in their children's education irregardless of their own education levels. The parents must continually provide with support, encouragement and hope, so that their children may be able to reap the optimum benefits that an education can bring.

The parents must also make themselves more readily available to participate as active "partners" in the education of their children by working together with all the education authorities providing the educational services to their children, but more especially for their reserve schools if Band Control is to succeed.

Band Controlled School Systems

To make the parents feel welcome in their schools and to foster and instill community sense of ownership, the boards and administrators must devise and develop a systematic and planned program which encourages and invites parental participation. This should be done in consultation with the parents themselves.

Communication with the parents must and should be made at all times if possible through personal contact. The board(s) must do everything in their power to convince the parents that there is a need for their services, advice, etc., and that these efforts they put forth should not go unnoticed. They must be shown appreciation in whatever fashion best suits the community/school. The board(s) should also thoroughly consider any recommendations the parents may make concerning improvements of the education programs, etc. At the same time, the board(s) should point out to the parents that any changes and/or adjusts will take time, that nothing happens over night.

Another point for the board(s) to consider concerning how they could best utilize and show concern for the parental participation, is to always be sincere, open and honest in any deliberations or communications they have with them. The board(s) should communicate with the parents by using only the means they feel comfortable with, for example if a particular family only like to converse in their native tongue, and if the board members can speak it, then use it.

Above all, to promote the "partners approach", the board(s) should threat the parents as equals, and not to intimidate them or make them feel inferior. The board(s) should prepare the parents in the best possible way to understand and appreciate the board's processes for decision-making, and fully explain to the parents regarding how much of the parents time (time committments) is required within their participatory periods.

Provincial School Boards/Districts

The fore-mentioned advice would also apply in their situation. As stated previously, I also urge the board(s) to promote and utilize the partnership approach, especially in regards to tuition agreements. All provincial school boards/districts must understand that Native people only want the maximum

benefits in return for the dollars currently being paid on their behalf by INAC, for the educational services their children are receiving.

INAC

I urge INAC to change the approach and tactical measures of setting up unprepared would-be Band Control Systems for failure, by rushing them into taking over their educational programs before they're ready to do so. In accordance with the compliance of the acceptance of the NIB's policy on "*Indian Control of Indian Education* ", and in conjunction with the INAC devolution policy, wouldn't it make more sense if INAC provided all the necessary and required resources such as the training of personnel, adequate funding, planning, etc., at the disposal of the would-be Band Control Systems, so they make be given an honest chance for success?

What wouldn't hurt either is the preparation of a handbook or guide detailing and outlining a step by step procedural checklist process which both parties (INAC and the would-be Band Control Systems) could follow, as a measure of gauging to see if the system in question is ready to take over their educational program. Above all, INAC should be straight forward, honest and open in all of their negotiations, and to offer whatever assistance they can to make the educational transfers smoother and less of a burden for those involved.

Educators

All educators must come to the realization that certain modifications are necessary within the educational services that are being delivered. If true success rates of Indian students are to be obtained, than a more concentrated and concerted effort in a "partnership approach" with Native people is a must.

More attention should be paid to the advice and recommendations that educators receive from the Native communities. The education being provided

ideally should be a balance between the two worlds, so that the Indian student receives the benefit of both culture per se, and is armed with the necessary skills to prosper and grow as a contributing member of society.

Researchers

In order to establish good communications and rapport with the Indian communities that the researchers will likely be working with during their study, etc., I would suggest that they start first by paying the community an informal visit, to familiarize themselve(s) with who and what they'll be dealing with. Second, the researchers need to be honest and open with the party involved concerning the expectations they may have from and for them, in regards to their research work, plus to fully explain to the party involved what the research itself entails. Third, the researchers must be prepared to expect and encounter delays regarding their research endeavors, for the processes at work within a Native community do differ somewhat from the rest of society, for example time in instances like this may not become their best allie. Therefore, if necessary, the researchers might have to make some modifications and adjustments with their research work, to meet their own timeline schedule(s).

General Recommendations

I have two recommendations to offer would-be Band Controlled School Systems, as points to consider prior to assuming control of their educational programs from INAC. These recommendations I'm making are derived from my study findings and from my own personal experience and involvement within a local control setting.

The first recommendation concerns the issue or matter of whether new schools and/or other educational facilities need to be obtained first before assuming local control. The answer to this is no.

It has become a common misconception for some Bands that before they take over their educational program, new schools, etc. need to be acquired first. This sort of thinking should never enter into the picture unless the building(s) in question are overly run-down and could be declared unfit or unsafe to house the students. Other than that, there is no connection between having and obtaining a new school before the assumption by a Band of local control.

If a Band does their homework by preparing and conducting a Facility Feasibility Study and developing a long term Capital Master Plan, either before or after taking control, items such as new school buildings, should be included then. There is no need for the Band(s) to be obsessed with the thought of obtaining new buildings right away. Sometimes issues such as that only complicate the negotiations anyway. The immediate concerns should be focussed more on the type of educational services that are being considered.

The second recommendation concerns the matter of being adequately prepared in every way possible, to ensure for a smooth and successful transfer of educational programs from INAC. What is required here is that the would-be Band Controlled School Systems should be arming themselves with all and any information available from other established Band Controlled Systems. This means establishing contacts. The purpose for this is to seek assistance for their guidance and advice, since these established Band Controlled School Systems will have already gone through some valuable experiences that the would-be Band Controlled School Systems could learn from. Plus, I'm sure these established Band Controlled School Systems would be more than willing to offer their services to them.

Recommendations for Further Study

There are a number of areas within the concept of Band Control that researchers could do studies on. For example, if I was to do another research study myself, I would be enticed to research into the area of the "Selection and Recruitment Techniques, Methods and Practices of and by Band Controlled School Systems in regards to filling Administrative and School Personnel positions. Another area would be the examination of Band Controlled School(s) Programming concerning its establishment, development and incorporation of culturally enriched components (eg. Language, History, etc.) into the curriculum.

Two other possible research studies which are closely related to each other, have to do with the assessment of whether the involvement of having more Native school employess (eg. teaching assistants) would have an impact concerning improvements on: (1) "Age/Grade Deceleration Ratios" of the students, since students classified as being in these situations usually are attributed to suffering from a lack of proper attention and care, due to class sizes (pupil/teacher ratios), and possession of low levels of self-esteem, which inhibit probable achievements and success; and (2) "Discipline, Attitudes and Behavior" of the students.

Lastly, there is one other area which could be examined, which involves INAC. The research itself would be concerned with how INAC could better improve their role and involvement regarding the preparation and assistance of providing training (in all necessary areas and levels), to would-be Band Controlled School Systems.

Conclusion

The focus of this study was to analyse six Band Controlled School Systems in Alberta. The intent of this examination was to identify and highlight the components which lead to the establishment of each of these local control school systems. This examination also paid particular attention as to how the management frameworks (governance, organizational and financial) of these systems were structured. The end result of the study was to gain insight specifically as to how a Band Controlled School System organizes itself so that it has viable local autonomy, and is both effective and successful in its delivery of the educational program.

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Appendices

Appendix A

Interview Schedule

Interview Schedule:

Category 1 - Background and Preparation of the Band Control Process

1. What were your Band's reasons for taking over the administration of educational programs?
2. Was the INAC devolution policy a factor for your Band's decision to go Band Control?
3. Did you Band do any kind of networking or collaborative work with other Bands when you decided to go Band Control?
4. How about INAC, did you work with them, and if so, what type of involvement did they have?
5. What did your Band do in preparation to take over the educational programs?
6. In your preparation phase itself, did your Band have some specific strategic plan in place that you followed?
7. Did your preparation phase include any training for all or any Band personnel that were involved in the process?
8. What did your Band do to encourage and generate community support to ensure for the acceptance of Band Control?
9. What kind of reaction did you receive from the community?
10. What measures did you take to deal with any concerns or goals expressed by the community?
11. When you took Band Control, which educational programs specifically were taken over by your Band?
12. Do you have any other educational programs still open for negotiations and takeover?
13. Have there been any special or innovative educational programs initiated by your Band since going Band Control?

14. Do you feel that a Band needs to develop a comprehensive community education policy?

Category 2 - Governance and Organizational Structure

1. What value or importance does your Band place on existing Treaty Rights in relation to education?

2. What procedures, if any, were taken by your Band to ensure protection of Treaty Rights?

3. How was your Band Education Authority established?

4. How is your Education Authority currently structured within your system?

5. Under what type of legal jurisdiction does your Education Authority operate?

6. How is the management of resources and the school operations being handled by your Education Authority, in other words, how does your Education Authority maintain the school and/or educational facilities?

7. When required, what procedures does your Band go through to obtain other school and/or educational facilities?

8. Where does your School Board and Education Director derive their authority and powers for decision-making from?

9. What kind of relationship does your School Board have with the community?

10. What role and relationship do your Chief and Council have and play with your Education Authority?

11. What role and relationship does INAC have and play with your Education Authority?

Category 3 - Financial Structure

1. How is funding in your Band Controlled School System structured and managed ?

2. What type of formula funding - the AFA or the CA is used in your system?

3. Which specific areas or educational programs are covered under this financial structure?

4. Is the funding received adequate, and if not, in which areas or educational programs is more funding required?

5. Does your Band receive any funding from the Province for education, or any other type of funding from other sources?

Category 4 - Future Implications of Band Control

1. Were there any specific aims, goals, or objectives that your Band had prior to going Band Control?

2. After you decided to go Band Control, what benefits did your Band hope to achieve?

3. Do you feel that you've reached most of these goals and objectives, and if not, how close do you feel you are from reaching them?

4. What direction do you see the whole process of Band Control heading?

5. Were there any immediate and visible benefits derived from going Band Control?

6. What kind of impact has the Band Control process had on your community?

7. Does your Band see the Band Control process overall as a positive or negative experience?

8. What are some of the positive and negative features that your Band has experienced?

9. If your Band had the chance to repeat the process of going Band Control again, would you use the same approach, and if not, would you make any changes or modifications?

10. Would you organize your Education Authority in another way, and if so, what other types of improvements do you feel are needed?

11. Do you feel that all other First Nations who have not yet taken over their educational programs and systems should do so?

12. If asked, would your Band offer any specific advice or assistance to other Bands that may be contemplating going to Band Control?

Appendix B

Letter - Member Check Process

_____, 1994

Name
Occupational Title
Address
_____
_____
_____

Re: **Member Check Process of Interview Transcript**

Dear _____:

Here is a copy of the Interview Transcript from the interview I had with you on _____ 1994 in _____. Sorry I took so long in getting it out to you!

What I would you like you to do for me now is to go over it (review it), and make any necessary changes, additions or deletions, you feel may be in order. Once you've completed that, could you relay any of such as stated, to me as soon as possible via telephone. Once I receive acknowledgement of your satisfaction with the transcript, than I will proceed to analyze the data collected from this interview.

Once again thank you for your time and participation. If you have any other concerns or questions call me at my home no. - 585 - 2659.

Sincerely,

Bruce Littlechild

Appendix C

Letter of Transmittal

Date: _____

Person's Name:
Address:
_____
_____
_____

Re: **Inclusion of your Band Controlled School System in my Master's Thesis Study**

Dear _____:

My name is Bruce Littlechild, and I am from Hobbema, Alberta. I am currently working on a Master's Thesis Study in Educational Administration from the University of Alberta. The title/topic of my thesis is *"Management Frameworks of Alberta Band Controlled School Systems: Governance, Organizational & Financial Structures"*. My thesis problem statement reads as follows: How should Band Controlled School Systems be organized to achieve viable local autonomy and be effective and successful in the delivery of their educational programs?

As mentioned in our phone conversation on _____ , I am interested in including your Band's school system in my study. If you are willing to participate, would you please let me know as soon as possible, so that we can set up tentative interview dates. For matters of expediency, you could fax me your reply at 585-2181, in care of the Ermineskin Education Trust Fund.

Enclosed for your information are the particulars for my Master's Thesis Study (Ethical considerations and nature of study which will serve as guidelines for my study). Also enclosed is a copy of the Interview Schedule I will be using in our interview. I am sending this in advance to assist you in preparation for our meeting.

In closing, I am also making one other request, that is, if you would be able to provide me with any form of documentation that outlines and explains in greater detail the specifics of how your Band Education Authority is structured and established, or any other documentation you believe might help with my study. Doing this could provide me with additional information not readily available or

obtained from the given responses for each of the related questions in the interview schedule.

I look forward to your response, and trust that you will carry through with this request as soon as possible. Thank you for your time and attention into this matter. If you have any other concerns or questions, you can reach me at my home phone number (585-2659), or write to me at the address listed below or fax me at the above listed number.

Sincerely,

Bruce Littlechild
Box 6744
Wetaskiwin, Alberta
T9A 2G4

Particulars of Master's Thesis Study

Many Indian Bands have assumed control of their educational programs, but however, few studies have concentrated on the processes used to achieve Band Control. The intent of my thesis study is to identify and highlight the components that comprise the local control process leading to the establishment and organization of the new Indian School System, with the major focus on gaining insights into the management frameworks in areas of governance, organizational, and financial structures within these systems.

Information from this study will be gathered from interviews and from documentation. The interviews will be with the Chairperson of the Board, the Director of Education, and/or the Assistant Director of Education from each of the participating Band Controlled School Systems.

If at any time, the participants feel threatened in any way, or express reluctance to continue participation, they will be given the chance and the choice to opt out of the study. The names of those interviewed for the study will not be linked to any quotes or particular statements. The confidentiality of all participants is quaranteed.

The results of the study should prove useful to all educators interested in gaining a better understanding of what is involved within the process of Band Control.